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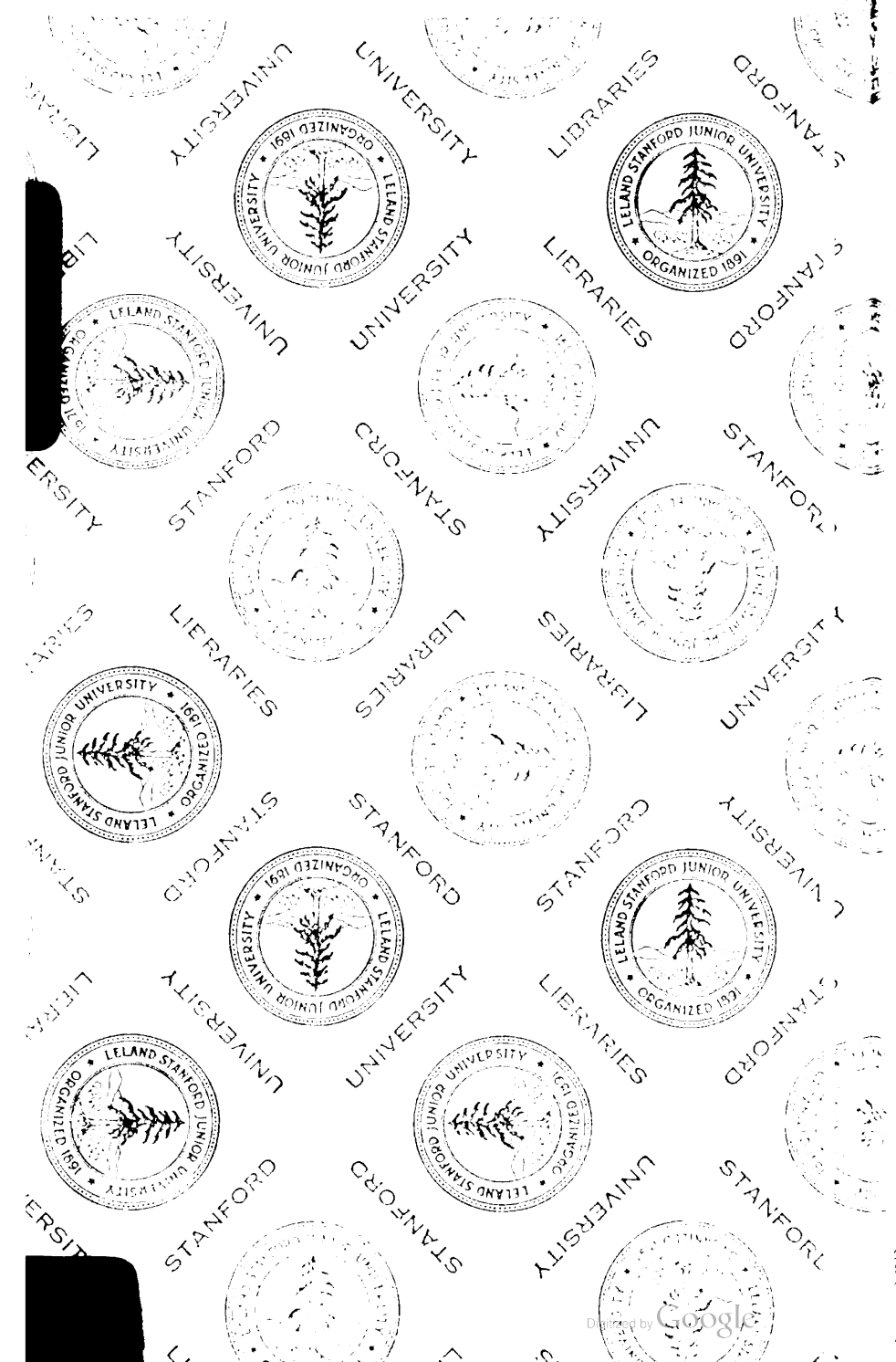
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# Basutoland

## 1946



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## PART I

### Chapter I: Review of the Main Events of the Year 1946

Although Basutoland has been remote from the centres of war, the effect of this great struggle for existence has been felt in an acute shortage of supplies of essential foodstuffs and a sharp rise in the cost of living.

The shortage of food in Basutoland has been aggravated by three seasons of poor rainfall and, in consequence of the drought, the yields from crops grown within the Territory have been for the most part far below the average. An unprecedented condition has been created, for in previous years of drought it has been possible to make up the shortage of foodstuffs by importation from the Union and Overseas. Imports from the Union have been restricted owing to shortage in that country, and importation from overseas has also been curtailed owing to the world shortage of food and to the lack of shipping. To conserve existing supplies the export of cereals and legumes from Basutoland was prohibited except under permit.

Much can be achieved, however, by the improvement of agricultural methods within the Territory for the production of more food. The Government has lost no opportunity in stressing the importance of improved methods of cultivation and land management. Basutoland is primarily an agricultural country without industries, and its whole future depends on the productiveness of the soil. With this end in view, work on anti-erosion methods has proceeded particularly in the lowland areas, and this work will be increased in scope by a grant of money under the Colonial Development and Welfare Act. These measures are described more fully in Part II, Chapter VI, of this Report.

Although emphasis has been laid on the importance of agriculture to Basutoland, the year 1946 has been noteworthy for other events, which may be classified as follows:—

(1) *The National Treasury* was established on 1st April by Proclamation 11 of 1946. The purpose of this reform was to hand over to the Native Administration the duty of tax collection and control of a certain proportion of the Revenue and Expenditure.

Secondly, for the sake of efficiency, the Native Courts were reduced in number. The revenue which is received from Court fines is now paid into the National Treasury instead of being taken by the Chiefs as a perquisite of their official office. Under the new system chiefs are now paid a fixed salary, which is based on the proportion of taxpayers in their wards. Presidents and other Court Officials are also paid a fixed salary.

The Native Administration Proclamation of 1938 gave formal recognition to the Paramount Chief and the chieftainship as an integral part of the Government of the Territory by defining their powers and vesting them with legal authority. The Native Courts Proclamation of 1938 extended similar recognition to the Native Courts by defining and extending their jurisdiction. The formation of the National Treasury has completed the threefold functions of Government which are included in the executive, judicial and financial powers by handing over to the Native authority a certain control over the revenue and expenditure of the Territory, a control which will be increased in years to come as the officials of the Treasury become more experienced in financial affairs. The National Treasury is therefore an important step forward for the Basuto Nation in the long road towards ultimate self-government.

There is every indication after nine months of working that the National Treasury is functioning smoothly, which augurs well for its future success.

This reform is of such importance that a fuller description of it is given later in this Report in Appendix II.

(2) *The Revised "Laws of Lerotholi"* was published in 1946. In it existing native law and custom have been codified and brought up to date by a declaration of "Basuto Law and Custom" as recognised by the Native Administration Proclamation No. 61 of 1938; and the rules issued by the Paramount Chief, with the approval of the High Commissioner under the provision of Section 15 of this proclamation, were set out. These include various orders issued by the Paramount Chief under the provisions of Section 8, relating particularly to the reporting of suspected diseases among man and beast, the preservation of anti soil-erosion methods, tree planting, and the disclosure of brands and earmarks of stock.

At the same time Native Court Rules, under the Native Courts Proclamation of 1938, were issued to regulate procedure in the Native Courts.

(3) *Census*. In May of 1946 a census of the total population of Basutoland was taken, the first since 1936. Preliminary figures only are available, as the final checking and tabulation have been undertaken by the Union Census Department owing to the lack of the necessary facilities in Basutoland. Contrary to general expectations, the preliminary figures suggest that there has been a decrease in population in most of the Districts of the Territory. This is probably due mainly to the bad seasons and the consequent falling off in crops, aided by erosion and the decreasing fertility of the soil, which has forced whole families to emigrate to the centres of employment in the urban areas of the Union of South Africa. The population level has reached saturation point in the lowland areas, and until the mountain areas are more fully developed by road communications, and the fertility of the soil is restored in the lowlands, it is doubtful if the country can support from its own resources an increase in population. One of the principal preoccupations of the Livestock and Agricultural Department to-day is, however, the rehabilitation of the lowland areas.

Comparative figures of the 1936 and 1946 census together with other information is included in Chapter I of Part II of this report.

(4) (a) *Demobilisation of the African Pioneer Corps*. All the men who served in the African Pioneer Corps, over 21,000 in number, have been

demobilised, with the exception of a few who are still receiving hospital treatment. Their return to civil life has occurred at a difficult time. It is therefore all the more to their credit that their demobilisation should have been effected without trouble or disturbance. The soldiers of the African Pioneer Corps have benefited greatly by their war experience, and have brought back with them a knowledge of the way of life in other countries, and of agricultural methods, which will stand them in good stead in the cultivation of their lands in Basutoland.

Returned soldiers are being helped in their reinstatement in civil life by a Central Welfare Board, with local boards at each administrative centre, on which the soldiers themselves are represented. A Welfare Officer was first appointed in 1944 to look after the interests of soldiers who were serving at the front. His services are being retained to look after the interests of the returned soldier as well as to undertake "civilian" welfare work throughout the Territory.

Financial assistance is provided where necessary by the Basuto Soldiers' Benefit Fund (established with the funds accruing from the war levy which the Basuto imposed upon themselves) to those returned soldiers who are in need of grants to rehabilitate themselves in civil life. Those who left school in order to join the forces are also given assistance to enable them to complete their courses at the High School in Basutoland and at educational centres which are open to them in the Union. A number of bursaries have been awarded to ex-soldiers to take agricultural courses at Fort Cox and Fort Hare.

(b) *The Pensions Board*, which was set up in 1942 to compensate disabled soldiers and their dependants and to pay pensions to the relatives of those soldiers who were killed in action or who died on active service, continued its work during 1946 under the chairmanship of Col. H. R. Crosthwaite, C.I.E., C.B.E., who retired in August. His place was taken by the Welfare Officer. Up to the end of 1946 pensions and gratuities totalling 2,618 were awarded.

(c) *Recruiting for the High Commission Territories Corps*. It was decided to reopen recruiting in August for Basuto who wished to serve in the Middle East for garrison and guard duties, in a new unit to be known as the "High Commission Territories Corps". The benefits of the African Pioneer Corps Pensions Board and the Welfare Boards have been extended to the new recruits. An enrolment of 2,270 men, of whom many were returned soldiers, was obtained in the short period of recruitment. Had the period been made longer the response would undoubtedly have been greater. The period of the contract of service is for two and a half years. These men are receiving first-class training under officers and N.C.O.s of the British Army, and reports received of their conduct and efficiency are gratifying.

(d) *Contingent of Basuto at the Victory Parade*. Under the leadership of R.S.M. (Chief) Theko Makhaola, M.B.E., a small Basutoland contingent consisting of twenty-nine N.C.O.s and men representing all the Districts of the Territory attended the great Victory Parade in London last June. It was a fitting tribute to the service of the Basuto during the war years that this contingent should have been selected to attend this celebration.

(5) *The Financial Position of the Territory*. The accumulated surplus

at 31st March, 1946, was £518,378. In the financial year ended on 31st March, 1946, the surplus of revenue over expenditure was £51,700, expenditure amounting to £672,234 and revenue to £723,934. For the current financial year the estimated revenue is £672,000 and the estimated expenditure was £786,500, thus creating a deficit of £114,500. This deficit was to have been met from accumulated surplus funds, but owing mainly to improved shipping facilities and the fulfilment of trade orders from overseas, Customs revenue is much higher than originally estimated, and it is now anticipated that there will be a surplus on the year's working. The accumulated surplus at 31st March, 1947, is now expected to be £530,000.

Further details of the Territory's financial position will be found in Part II, Chapter III, and in Appendix I of this Report.

(6) *Development Plans.* A generous gift of £830,000 has been made available by the Government of the United Kingdom under the provisions of the Colonial Development and Welfare Act, 1945. This sum will be expended over the ten-year period beginning on 1st April, 1946, and is to be used for purposes of development. The development plans are fully outlined in Chapter II of Part I.

Out of the £830,000 it is planned to spend about one-third on anti-erosion measures, one-third on public works, and the remainder on social services. It is considered that to conserve the soil of the country and to increase its productivity is the first essential. Secondly, better communications are needed, also bridges, buildings, water and light services to maintain the economy of the country. This side of development has been given precedence over the amount allocated to social services, for expenditure on social services entails heavy maintenance charges which have to be met from revenue. It is appreciated that this gift, with similar gifts to other Colonies, must mean a tremendous sacrifice on the part of the people of the United Kingdom, who are facing heavy debts accumulated during the war. It is therefore all the more important that this money should be wisely spent and that the Basuto should assist the Government to the full in carrying out the plans which have been formulated. It is in the improvement of agriculture that the nation can render the most assistance.

(7) *Basutoland and District Councils.* As a result of various important resolutions passed in 1943 by the Basutoland Council (whose composition is described in detail in Chapter III, Part III of this Report) a change in the composition of the Council was effected; a Standing Committee empowered to take decisions when the Council was not in session was established, as were also District Councils. The District Councils were found to be unwieldy, and in 1946 the system of electing representatives to these Councils was revised, and the numbers were greatly reduced.

(8) *The Home Industries Organisation.* On 1st April, 1946, the Basutoland Home Industries Organisation took over the spinning-centres established during the war by the Gifts and Comforts Fund. A training-centre was established in Maseru and eight instructors were trained. The Basutoland Council voted £50,000 from the War Levy to establish home industries in the districts over a period of ten years.

Instruction centres are being built at Leribe, Teyateyaneng, Mafeteng, Quthing and Qacha's Nek; and the District Commissioner at Mohale's

Hoek has repaired an old school which is used as a centre, and dyeing and scouring rooms are being added.

The instructors took over the centres on 1st October, and at all the centres large numbers of Basuto are being trained to establish village spinning and weaving units. There are over forty-five village units now established, and it is hoped to start a Home Industries Unit in every village.

Almost £300 worth of rugs, mats and tweeds were sold from 1st April to 31st October at the Maseru Centre alone.

The Government is taking steps to obtain a trade mark for these goods, and it is proposed to use the Basuto national emblem, the crocodile (koena), like that depicted on the Basutoland postage stamps.

This project is of the utmost value to the Basuto, as it is hoped by this means to start an industry in the Territory which will grow in value year by year and give remunerative and pleasant employment to hundreds of people in their own country. It is hoped in time to develop leather-work, basket-making and even the manufacture of pottery.

(9) *The Education Commission Report.* The Report of the Education Commission under the chairmanship of Sir Fred Clarke, which heard evidence throughout the Territory in April, 1945, was published during the course of the year under review. This Report has been widely distributed. Owing to lack of funds, it will not be possible to implement all the proposals contained in the Report, as development must necessarily be restricted to the money available and must be considered in relation to the other services of Government. In addition to the sum made available under the Colonial Development and Welfare Act, no less than 22 per cent. of the total revenue of Basutoland is devoted to education. The Report has shown how best to improve education in Basutoland, and with the assistance and co-operation of the Missions and teachers it is felt that a sound and progressive educational system will be established. Further reference is made to the Commission's Report in Chapter VII (1) of Part II.

(10) *Increase in Tax.* As a result of the many development plans to which this Territory is committed, the Standing Committee of the Basutoland Council recommended that the basic tax of 28s. should be raised to 34s. to find the additional revenue required. In the absence of any alternative suggestions by Council, the proposal was accepted by the Resident Commissioner and the Paramount Chief, and it received the approval of the High Commissioner. The new rate came into force on 1st April, 1946. It was also accepted that certain sections of the community, such as Chiefs and those in receipt of a salary in excess of £5 per month and certain licence-holders, should pay a tax of 40s. This is regarded as a temporary measure rendered necessary in order to increase revenue needed for development. It is, however, realised that taxation should bear some relation to income, and it is hoped to introduce as soon as practicable a more equitable form of taxation based on income. With this end in view, at its 1946 session the Council elected a committee to go into this question and to formulate proposals. These will be circulated and discussed by District Councils and later by the Basutoland Council.

(11) *Resident Commissioner.* In June, 1946, the Resident Commissioner, Sir Charles Arden Clarke, C.M.G., was transferred on promotion to Sarawak as that country's first Governor and Commander-in-Chief,

and his place was taken by Mr. A. D. Forsyth Thompson, C.M.G., C.B.E., who assumed office in November. He had been Resident Commissioner of the Bechuanaland Protectorate for four years before his transfer to Basutoland.

(12) *Royal Visit.* Basutoland has been honoured by the announcement of the visit of Their Majesties the King and Queen accompanied by the Royal Princesses on 11th and 12th March, 1947. This is the first occasion on which the reigning sovereign has visited Basutoland, and it is a happy coincidence that this memorable event will coincide with Moshesh's Day on 12th March, which is commemorated each year as a public holiday in memory of the day when Basutoland was handed over to the British Crown by Chief Moshesh, the founder of the Basuto nation.

Preparations have already begun to ensure that this historic occasion will be fittingly observed.

## Chapter II: Development Plans

The purpose of this chapter is to outline the various plans which have been formulated for spending on development the money that has been allocated to Basutoland under the Colonial Development and Welfare Act for the ten-year period from 1st April, 1946, to 31st March, 1956.

The reduction in the amount of financial aid from £2,500,000, which it was estimated the Territory required, to £830,000 has necessitated the drastic curtailment of the original plan.

Capital expenditure on the social services leads to an immediate and substantial increase in recurrent expenditure, proportionately much greater than in the case of similar expenditure on economic development. The financial benefits to be derived therefrom also are much longer delayed. As Basutoland cannot find the revenue to maintain improved social services without the concurrent or prior development of its economic resources, it is inevitable that, in assessing the relative priority of the various schemes, economic development must come first during the next period of ten years. Schemes already undertaken, for which financial assistance was granted before the 1st April, 1946, will, after any necessary modifications, be completed.

Having regard to these considerations, it is proposed to allocate the £830,000 available as follows:—

- (a) £282,000 to agriculture, or, more specifically, to anti-erosion measures.
- (b) £333,625 to public works—i.e., road communications, water and electricity supplies and public buildings, and
- (c) £214,375 to the medical, health and education services.

A schedule is appended, setting out the various schemes and the annual expenditure which it is expected will be incurred under each during the ten-year period.

### (A) AGRICULTURE

From what has already been written, the paramount importance to the economic life of the country of checking erosion and conserving the soil

is clear. The original estimates of the cost of saving the remaining areas in the lowlands and in the mountains, which have not yet been protected, have been modified, and it is anticipated that this can be achieved within the period of ten years at a cost of £282,000.

*Scheme 603 A.—Anti Soil-Erosion Measures.*

This scheme has been approved in principle by the Secretary of State, and the first year's expenditure of £32,000 has also been approved. During the year 1946 the progress made was as follows:—

Length of terrace banks completed . . . . .	2,044,647 yards
Area reclaimed by terracing . . . . .	18,488 acres
Area controlled by buffer strips in mountains . . . . .	49,598 acres
Length of buffer strips in mountains . . . . .	17,130,033 yards
Length of training banks in mountains . . . . .	184,380 yards
Approximate area protected in mountains . . . . .	5,910 acres
Area fenced . . . . .	21.6 acres
Number of dams constructed . . . . .	16
Capacity of dams constructed . . . . .	33,071,700 gallons

The period has been a very trying and difficult one—long periods of drought followed by exceptionally heavy storms towards the end of 1945. These storms in December and January did considerable damage to training banks and contours, but fortunately no major dams were washed away. From March to September very little rain fell, and conditions became very dry. This put a heavy strain on the old equipment and plant, and two tractors and three graders were out of commission most of the year. The arrival of one new D 4 tractor and a small Husky grader towards the middle of the year enabled the work to be speeded up slightly, 6,200 acres being terraced during the last quarter as against approximately 4,000 acres for each of the first three quarters.

The laying out of buffer strips in the mountain areas was greatly speeded up, 49,600 acres being completed as against 24,600 acres in 1944 and 38,600 acres in 1945.

A start was made in the mountain district of Mokhotlong under a new scheme of subsidising the chiefs and people who made their own training banks. The scheme proved popular, and 33,240 yards of bank costing £321 3s. were constructed to the end of September. This works out at 19s. 9d. per 100 yards, as against £2 10s. per 100 yards when utilising gangs employed by the Department.

Only sixteen dams were constructed during the year as against thirty last year. This was partly due to the dry conditions prevailing. One new bull-dozer arrived just too late for the dam-constructing season, which is usually April to June.

## (B) PUBLIC WORKS

### *Roads.*

Next in importance to anti-erosion measures is the development of road communications, particularly in the mountain areas. Under the reduced grant it has been recommended that construction should be confined to a single main route, the survey of which has been completed, running for a distance of between 90 and 100 miles from west to east from

Theko's to Ntaote's. The point of entry into the mountains will connect the highland area with a railhead at Maseru, and will bring some of the most populous (and consequently most badly eroded) areas in direct contact with the lowlands. The scheme was originally estimated to cost £175,000, but it is now estimated that the cost may be £11,000 higher owing to the increase in the cost of plant.

The advantages which this mountain road would provide are obvious, not only in connection with the economic development of the highlands, but also in the increased administrative control which would then be possible, and the supervision of agricultural methods among the people of the mountain area. It is the intention of the Government to proclaim a strip on either side of this road as an Agricultural Improvement Area, and to make the acceptance of this by the Basutoland National Council a condition of the construction of the road.

The sum allocated for the construction of bridle-paths, the improvement of river-crossings and of existing lowland motor-roads has been reduced to £35,000, and will be devoted to the most essential needs. It is proposed to construct a bridge across the Orange River at an estimated cost of £15,000 in the near future.

#### *Construction of Bridle-Paths.*

In 1946, 35 miles of new bridle-path was constructed in difficult country and two boat crossings were established on bridle-path routes.

#### *Improvement of Main Roads.*

The low-level bridge across the Silver Spruit at Quthing was completed.

Surveys of low-level bridge sites were made on the main road between Teyateyaneng and Butha Buthe.

#### *Scheme D. 684. Maseru Water Supply.*

This scheme has been approved at a cost of £49,500.

Tender documents and plans for pipes, specials, valves and fittings have been prepared and tenders called for in the public Press.

#### *Maseru Electric Light.*

A scheme is under preparation for the provision of adequate lighting facilities for Maseru. The existing plant is owned by a private company whose contract expires in March, 1948, and is not likely to be extended.

#### *Scheme D. 692. District Water Supplies.*

The first instalment of this plan, costing £5,440, has been approved, and under this scheme the water supplies at Butha Buthe, Teyateyaneng and Quthing will be improved.

#### *Buildings.*

Owing to lack of funds, no scheme under the Colonial Development and Welfare Act has been prepared for the construction of offices, staff quarters and other public buildings which are urgently required. Building financed from revenue is, however, steadily if slowly going on, and much work was accomplished during the year, particularly in the construction of native staff quarters at District centres.

### (C) SOCIAL SERVICES

As the economic developments outlined above must take precedence, the schemes for the development of the medical, health and education services have had to be drastically curtailed. In place of the £830,000 plus £300,000 to assist in meeting recurrent costs, a total of £1,130,000, which it was estimated would be required for social services, the total allocation for the completion of existing schemes and for further development has had to be reduced by approximately four-fifths to £214,375.

#### *Medical and Health.*

A free grant (Scheme D. 525) under the Colonial Development and Welfare Act was obtained in 1945 to cover the first two years' expenditure on the training of African students as Medical Officers. The full scheme to provide better health facilities in the Territory called for the training of African students, of whom five are now in training at the Witwatersrand University. A sum of £3,375 is required to complete the training of these five, and it is not proposed at present to train any more, as it will not at present be possible to provide posts for them. It is anticipated that one student will qualify at the end of 1946. The proposal to build a new central hospital and training-centre at Maseru is still under consideration, but this will have to be financed from local funds. The details of other developments, which can most usefully be carried out over a ten-year period with financial assistance limited to £105,000, are now receiving attention.

#### *Scheme D. 257. Training of African Health Assistants and African Nurses.*

The Health Assistants who were in training at the Witwatersrand Hospital are now being trained at the Discharged Soldiers' Hospital in Maseru, and are paid from revenue. No candidates have been obtained as yet for training as nurses.

#### *Education.*

Now that the Report of the Education Commission has been published, plans are being drawn up to implement the various recommendations of the Commission, which were estimated to involve a free grant of £324,000. Since financial assistance has been curtailed to £93,000, these plans will have to be limited in extent. An additional £13,000 is required to complete Scheme D. 400 for the expansion of the Lerotholi Technical School and the Basutoland High School.

#### *Scheme D. 400. Extensions Lerotholi Technical School.*

A start was made with this scheme in October, 1944. As all the buildings are to be of stone, the first necessity was to get the quarry working at full pressure. For some time progress was hindered by the shortage of stone-dressers, but gradually the labour force was built up until, by the end of September, 1946, so many thousands of feet of stone had been prepared that it was found possible to pay off many of the stone-dressers.

The first building to be undertaken was the masons' shed, which was completed by April, 1945. Building timber and corrugated iron were difficult to obtain, but enough South African timber was found for the

roof, and asbestos-cement sheets were substituted for iron with very satisfactory results.

At this time cement was in very short supply, and it was deemed advisable to proceed with another small building. There was the additional advantage that this gave practice to the builders before starting on the hostel, the most ambitious building in the programme. Accordingly, quarters for the African Boarding Master were next erected, and were completed in all essentials by the end of the year. South African timber and asbestos-cement roofing were again employed.

By June, 1945, a quota of cement had been obtained and a start was made with the foundations for the hostel. It was soon clear, from the magnitude of this work, that extra labour would have to be engaged and mechanical means provided for crushing stone and mixing concrete. Suitable plant was found, and by the beginning of November the foundations were complete. An immediate start was made with building, which, subject to demands made by other work, has been going on ever since. Part of this very large double-storey building is now approaching first-floor height. While this work was in progress, continuous efforts were made to lay in stocks of materials, and the school was fortunate in obtaining all the girders, steel windows, corrugated iron and some of the timber necessary for this building.

It has been realised from the outset that to undertake so large a programme without supplementing the existing system of ox transport would be impossible. Motor vehicles, however, were very scarce, and it was not until December, 1945, that the school secured a truck and in August, 1946, a light tractor which had been on order for almost a year.

Higher wages and cost-of-living allowances had caused a steep increase in the price of stone, and it was thought advisable to obtain pneumatic quarrying plant for the cheaper and quicker production of stone. Nearly twenty months elapsed before this plant arrived and was put into operation.

Part of the labour force was diverted from the hostel to make a start on the first of the new European staff quarters, and other men were taken off to complete smaller aspects of the scheme—*e.g.*, extensions to the Leather and Carpentry Departments.

Considering that the school is itself undertaking the whole programme, while endeavouring to maintain other essential services, and allowing also for the various supply difficulties, the progress of the work has been satisfactory. In the beginning no date for completion could be fixed and subsequent estimates have had to be extended; but under present conditions this is inevitable.

### *High School.*

The completion during the financial year 1944-45 of the second boys' hostel made it possible to increase the number of boarders in the school to approximately 170 (120 boys and fifty girls), and thus to accept boarders only and eliminate day scholars living, generally in unsatisfactory conditions, in Maseru village. That the actual present enrolment is only 153 (102 boys and fifty-one girls) is due to the fact that twenty-five vacancies were reserved for ex-soldiers, but only eight qualified candidates applied. It is expected that the school will be full in January, 1947.

Though the number of students has not increased since 1944, the

DEVELOPMENT SCHEMES FOR PERIOD 1ST APRIL, 1946, TO 31ST MARCH, 1956, WITH ASSISTANCE  
UNDER COLONIAL DEVELOPMENT AND WELFARE ACT LIMITED TO £830,000.

<i>Description of Scheme</i>	1946-	1947-	1948-	1949-	1950-	1951-	1952-	1953-	1954-	1955-	Total
	£	£	£	£	£	£	£	£	£	£	£
<b>A. AGRICULTURE</b>											
1. Anti soil-erosion measures .	32,000	35,000	30,000	30,000	30,000	30,000	30,000	25,000	20,000	20,000	282,000
<b>B. PUBLIC WORKS.</b>											
2. Mountain Motor Road .	—	—	29,000	35,000	30,000	27,000	27,000	27,000	—	—	175,000
3. Road Improvements .	—	—	—	5,000	5,000	5,000	5,000	5,000	5,000	5,000	35,000
4. Orange River Bridge .	—	—	—	—	—	—	—	—	9,000	6,000	15,000
5. Buildings :—											
(a) Post Offices .	—	—	—	—	5,000	5,000	—	—	—	—	10,000
(b) New Administrative Centre .	—	—	—	—	—	3,000	8,000	5,000	—	—	16,000
6. Water and Electricity Supplies, Maseru .	25,000	32,000	13,000	—	—	—	—	—	—	—	70,000
7. District Water Supplies .	5,000	5,000	2,625	—	—	—	—	—	—	—	12,625
<b>C. SOCIAL SERVICES.</b>											
8. Medical and Health .	—	3,000	3,000	4,000	5,000	6,000	6,000	12,000	34,000	32,000	105,000
9. Training of African Medical Officers .	1,125	900	675	450	225	—	—	—	—	—	3,375
10. Education .	7,000	7,000	7,000	7,000	7,000	7,000	7,000	9,000	15,000	20,000	93,000
11. Extension to Technical and High Schools .	13,000	—	—	—	—	—	—	—	—	—	13,000
<b>Total</b>	£83,125	£82,900	£85,300	£81,450	£82,225	£83,000	£83,000	£83,000	£83,000	£83,000	£830,000

N.B.—The figures given above are provisional and are subject to alteration.

employment of extra staff, made possible by the payment of four teachers' salaries from the Fund for the two years 1945-47, has met the following needs :—

- (1) The provision of domestic science teaching for the girls throughout the school.
- (2) The sub-division of two classes which had become unduly large.

It was further hoped, by the addition of more graduate teachers, to make better and more specialised provision for the increasing number of matriculation candidates, but there has unfortunately been a shortage of applicants of the desired quality for these posts—no doubt mainly owing to the salaries offered being lower than those in the Union.

#### (D) ASSISTANCE TO MEET RECURRENT COSTS

As the improvements planned for the social services have been so curtailed, it is no longer considered necessary to make any large allocation of funds to assist in meeting the increase in recurrent costs due to development works, and such increase can, it is anticipated, be met from revenue.

#### (E) OTHER SCHEMES

Plans for the development of Co-operative Societies, the erection of community halls and the establishment of spinning and weaving as a home industry were originally intended to be financed from the Colonial Development and Welfare Fund. These schemes cannot now be included in the restricted amount which is available. They will, however, be continued to the extent to which they can be financed from the Territory's own resources.

## PART II

### Chapter I : Population

A Census of all races was held in May, 1946, of which the preliminary figures are now available. The final tabulation of Census statistics is being undertaken by the Union Department of Census, but will not be available until next year.

The preliminary figures for the population of Basutoland are divided thus, (a) Basuto, (b) Europeans, (c) Coloureds, (d) Asiatics.

Comparative figures with the 1936 Census are given in the fourth column.

#### (A) BASUTO IN THE TERRITORY

<i>District</i>	<i>Males</i>	<i>Females</i>	<i>Persons</i>	<i>1936</i>	<i>Difference</i>
Butha Buthe .	14,929	20,350	35,279	34,869	+ 410
Leribe .	42,399	55,870	98,269	97,376	+ 893
Teyateyaneng .	24,984	32,569	57,553	55,522	+2,031
Maseru .	43,369	57,985	101,354	108,237	-6,883
Mafeteng .	30,505	38,031	68,536	70,864	-2,328
Mohale's Hoek .	28,806	37,126	65,932	65,309	+ 623
Quthing .	19,865	25,714	45,579	44,552	+1,027
Qacha's Nek .	19,639	24,921	44,560	46,132	-1,572
Mokhotlong .	16,424	20,341	36,765	36,412	+ 353
<b>Total .</b>	<b>240,920</b>	<b>312,907</b>	<b>553,827</b>	<b>559,273</b>	<b>-5,446</b>

#### (B) EUROPEANS IN THE TERRITORY

Butha Buthe .	14	17	31	50	- 19
Leribe .	77	94	171	154	+ 17
Teyateyaneng .	60	48	108	94	+ 14
Maseru .	364	360	724	583	+141
Mafeteng .	111	111	222	189	+ 33
Mohale's Hoek .	86	100	186	150	+ 36
Quthing .	56	46	102	106	- 4
Qacha's Nek .	53	46	99	82	+ 17
Mokhotlong .	21	14	35	26	+ 9
<b>Total .</b>	<b>842</b>	<b>836</b>	<b>1,678</b>	<b>1,434</b>	<b>+244</b>

## (C) COLOURED

<i>District</i>	<i>Males</i>	<i>Females</i>	<i>Persons</i>	<i>1936</i>	<i>Difference</i>
Butha Buthe . . .	5	4	9	—	—
Leribe . . .	38	40	78	—	—
Teyateyaneng . . .	41	27	68	—	—
Maseru . . .	87	92	179	—	—
Mafeteng . . .	53	51	104	—	—
Mohale's Hoek . . .	17	28	45	—	—
Quthing . . .	17	18	35	—	—
Qacha's Nek . . .	13	13	26	—	—
Mokhotlong . . .	1	—	1	—	—
<b>Total . . .</b>	<b>272</b>	<b>273</b>	<b>545</b>	<b>1,263</b>	<b>-718</b>

## (D) ASIATICS

Butha Buthe . . .	89	65	154	—	—
Leribe . . .	63	63	126	—	—
Teyateyaneng . . .	14	4	18	—	—
Maseru . . .	10	5	15	—	—
Mafeteng . . .	6	2	8	—	—
Mohale's Hoek . . .	3	—	3	—	—
Quthing . . .	—	—	—	—	—
Qacha's Nek . . .	8	8	16	—	—
Mokhotlong . . .	—	—	—	—	—
<b>Total . . .</b>	<b>193</b>	<b>147</b>	<b>340</b>	<b>341</b>	<b>- 1</b>

The final figures may differ from the statistics shown above to a certain extent, but there seems no doubt that there has been a drop in the Native population living in the Territory. It is generally agreed that this fall is not due to faulty enumeration, but to certain economic factors such as land scarcity, soil poverty and a succession of bad harvests which has inevitably resulted in a large exodus to the industrial centres of the Union, where many have probably become permanently resident. It remains to be seen if this population trend will be permanent. Of the three districts most affected, Maseru and Mafeteng, besides being the biggest sources of labour for the mines, are also from an agricultural point of view the most poverty-stricken, while a steady drift has been taking place from Qacha's Nek to the Transkei for some time past.

It appears that many Basuto are gradually discarding their feudal mode of life, and that education and the lure of urban amenities and opportunity make it inevitable that they should be drawn to the Union.

## Chapter II: Occupations and Labour

Basutoland is a pastoral country without factories or industrial undertakings. There are no Trade Unions, although legislation governing such exists. Since the produce of the land cannot support the total popula-

tion, many able-bodied Basuto leave the Territory to take up or seek employment in the Union of South Africa. The following table shows the number of passes issued in 1938 and in 1946. Figures for the intervening war years do not reflect the true position owing to recruiting for the Union forces and the African Pioneer Corps.

<i>Mines</i>	1938	1946
Gold . . . . .	47,029	23,578
Coal . . . . .	2,546	3,007
Diamonds . . . . .	30	148
Manganese . . . . .	—	—
Other Mines . . . . .	628	259
<b>Total</b> . . . . .	<b>50,233</b>	<b>26,992</b>
<i>Agricultural</i> . . . . .	3,872	1,983
<i>Miscellaneous Labour</i> . . . . .	13,859	13,497
<b>Total</b> . . . . .	<b>67,964</b>	<b>42,472</b>

The gold-mines of the Witwatersrand continue to affect to a substantial degree the economic position of the Territory, employing annually large numbers of Basuto. At the close of the year 1946, 35,136 Basuto were employed in these mines, as compared with 47,470 in 1938. The difference between the number of passes issued and the workers employed on the mines is largely accounted for by the numbers who remained on at the mines from previous years.

A comparison of the figures for the years 1938 and 1946 shows that in the latter year there has been a sharp drop in the number of passes issued to mine labourers proceeding to the gold-mines, and this is undoubtedly due to the fact that there is at present more money in Basutoland, particularly among ex-soldiers whose deferred pay has been invested for them in the Post Office Savings Bank, and they have not yet been forced by financial circumstances to recruit themselves for mine labour.

The drop of some 12,000 Basuto employed in the gold-mines as disclosed by the 1946 figures (as compared with those for 1938) is accounted for by the diversion of labour to other secondary industries, which are rapidly developing in the Union, such as the steel industry at Vereeniging.

As indicated above, it is evident that many Basuto are staying on the Reef after the completion of their contracts, instead of returning home, finding casual employment and helping to cause overcrowding in the Johannesburg locations.

Many of the Basuto on the Witwatersrand remit money to their families in Basutoland through the Native Recruiting Corporation, Limited, and the Native Deposit and Remittance Agency, and a large percentage of the natives recruited for the mines defer a portion of their earnings for payment to them on their return to Basutoland. Many of them also make remittances through the post, and it is estimated that an amount at least equal to the amount remitted through other channels is remitted in this way, though statistics cannot be obtained. During the year £157,050 was remitted by the Basuto to their families through the Native Recruiting Corporation, and £133,473 was paid out as deferred wages, whilst a sum

of over £21,370 was paid out through the Native Deposit and Remittance Agency and through other channels.

Nearly all Basuto who work in the Union do so under contracts for periods of several months. Most then return home, sometimes permanently, sometimes for only a month or so ; but many stay on the mines.

During the year 1932 an office was opened temporarily in Johannesburg for collecting tax from Basutoland natives employed on the Witwatersrand. At the beginning of 1933 the agency was reopened, and it has been maintained ever since. The agency at first dealt only with the collection of revenue, but it soon began dealing with the domestic affairs of the Basuto on the Witwatersrand, encouraging them to save money, giving them home news, counteracting as far as possible the temptations of their environment, repatriating those who are indigent, and, generally, giving advice and assistance to them whenever required.

The Bechuanaland Protectorate and Swaziland now share in the agency, which thus deals with natives from all three High Commission Territories, both in regard to the collection of taxes and in general welfare work.

The amount of Basutoland tax collected at the agency was £38,634 in the year 1937-38, and £74,101 in the year 1946.

The Government protects labourers by stopping recruitment for any mine or other concern where the conditions of work are not good. All labourers recruited by agents in Basutoland for work outside the Territory have to be attested before a European official, and the contract must be according to Government regulations.

In the Territory itself there is no great demand for industrial labour. A small number of natives find employment with transport concerns and as shop and warehouse assistants, and there is always a certain demand by Government for labourers on road-making and anti soil-erosion work and the like. Otherwise each man works on his own or his family's lands.

#### LABOUR LEGISLATION

Proclamation No. 37 of 1936 enables the High Commissioner to regulate the level of wages paid to natives in any occupation or in any area within the territory. A minimum wage-level may be prescribed by Notice in the *Official Gazette*.

Proclamation No. 71 of 1937 regulates the conditions of employment of women, young persons and children in industrial undertakings, and prohibits the employment of any person under the age of twelve years in any such undertaking, whether public or private, unless it shall be owned by that child's parents.

Proclamation No. 5 of 1942 amended and consolidated the law relating to the recruitment and contracts of the employment of Basuto for work in the Union of South Africa.

There was no labour legislation in 1946.

#### WORKMEN'S COMPENSATION

No specific legislation exists in Basutoland at present, cases being dealt with under the common law. Thus an injured employee can recover damages from his employer by civil action. The question of introducing legislation in this Territory is under consideration.

## WAGES AND COST OF LIVING

Owing to war conditions and the scarcity of consumer goods throughout the world there has been a sharp rise in the cost of living in Basutoland. To compensate for this it has been the policy of the Government to pay cost-of-living allowances to all employees, both European and African, which is calculated on a basis of 34 per cent. above the 1938 cost-of-living index. Unmarried employees receive less.

## TRADE UNIONS

It was a necessary condition for obtaining assistance from the Colonial Development Fund that facilities should be provided for the establishment and activities of Trade Unions. There had previously been no need for such legislation in Basutoland owing to the total lack of industries.

Proclamation No. 17 of 1942, entitled the Basutoland Trade Unions and Trade Disputes Proclamation, has provided for the registration and regulation of Trade Unions in Basutoland and for the orderly settlement of trade disputes.

By the end of 1946 no Trade Unions had been registered in Basutoland.

## Chapter III: Public Finance and Taxation

The following is a comparative statement of revenue and expenditure for the last five years:—

## REVENUE

Head	1941-42 £	1942-43 £	1943-44 £	1944-45 £	1945-46 £
Native Tax . . . . .	185,740	181,519	188,677	194,246	198,528
Customs and Excise . . . . .	175,387	141,004	153,992	176,715	214,521
Posts and Telegraphs . . . . .	18,903	20,939	29,045	28,353	56,816
Licences . . . . .	11,226	10,521	10,817	11,333	12,042
Fees of Court or Office . . . . .	1,781	2,723	3,521	3,438	4,419
Judicial Fines . . . . .	782	968	1,114	1,464	1,455
Income Tax . . . . .	17,104	26,059	25,941	30,247	49,408
Personal and Savings Fund Levy . . . . .	—	1,512	2,368	3,225	4,210
Excess Profits Duty . . . . .	—	23,075	53,490	66,980	73,502
Trade Profits Special Levy . . . . .	—	—	1,945	1,018	3,068
Poll Tax . . . . .	1,254	1,843	1,855	1,854	1,886
Fees for Services Rendered . . . . .	1,719	1,654	2,019	13,426	12,360
Interest . . . . .	3,090	3,915	3,332	4,943	3,999
Wool and Mohair Ex- port Duty . . . . .	10,958	17,797	20,714	22,589	23,494
Miscellaneous . . . . .	13,601	14,069	25,969	7,672	13,052
Education Levy . . . . .	21,789	21,338	22,193	22,871	23,382
New Car Sales Tax . . . . .	13	—	—	—	—
	<hr/> 463,347	<hr/> 468,936	<hr/> 546,992	<hr/> 590,374	<hr/> 696,142
Colonial Development Fund . . . . .	—	—	—	5,374	27,792
Total . . . . .	<hr/> £463,347	<hr/> £468,936	<hr/> £546,992	<hr/> £595,748	<hr/> £723,934

## EXPENDITURE

Head	1941-42 £	1942-43 £	1943-44 £	1944-45 £	1945-46 £
Resident Commissioner	15,149	16,447	18,882	22,574	25,962
District Administration	27,742	29,179	33,103	43,235	48,223
Police and Prisons	44,023	43,253	50,518	59,940	68,148
Posts and Telegraphs	13,430	13,853	16,709	19,736	21,268
Judicial and Legal Department	2,794	3,567	3,359	6,047	9,008
Public Works Department	4,952	5,164	6,041	7,442	10,883
Public Works Recurrent	26,642	28,958	36,714	52,368	54,806
Public Works Extraordinary	17,682	18,115	11,985	25,951	84,270
Medical	36,041	38,369	40,958	58,935	59,361
Education	73,923	72,831	76,122	89,196	130,679
Agricultural and Veterinary Services	11,712	18,060	25,506	74,405	78,022
Allowances to Chiefs and Headmen	16,449	15,301	15,654		
Basutoland and District Councils	12,574	13,179	10,844	12,135	11,583
Leper Settlement	1,711	2,021	2,016	2,961	5,631
Pensions and Gratuities	20,764	21,611	21,776	26,813	28,037
Miscellaneous	19,733	18,025	20,915	23,974	22,689
Afforestation	9,254	11,167	9,050	12,930	13,664
Anti Soil - Erosion Measures	—	—	1,702	—	—
Re-payment of Colonial Development Fund Loan	17,635	16,890	18,094 *	—	—
Total Expenditure	48,695	—	—	—	—
	£420,905	£385,990	£419,948	£538,642	£672,234

\* Now included under Agricultural and Veterinary Services.

## LIABILITIES AND ASSETS

The surplus balance at the 31st March, 1946, amounted to £518,378.

The detailed statement of Assets and Liabilities at 31st March, 1946, is as follows:—

LIABILITIES				ASSETS			
	£	s.	d.		£	s.	d.
<i>Deposits</i>				<i>Cash</i>			
Chamber of Mines	91	16	4	With Bank and Sub-Accounts	142,182	13	0
Bechuanaland and Swaziland Tax Account	1,682	1	0	With Crown Agents In Joint Colonial Fund	725	15	0
South African Railways Account	1,054	17	11	Imprest Account	198,000	0	0
Stores Imprest	8,485	0	0	Investments:	5	0	0
Miscellaneous	31,552	16	0	British Government Loan	130,000	0	0
<i>Special Funds</i>				Union Stock	25,293	19	3
Basutoland Wool and Mohair Fund	22,409	14	4	Advances:			
Guardians Fund	2,377	15	4	Miscellaneous	77,757	18	2
Savings Fund	6,822	9	5	A.P.C. Pensions	85,048	11	6
Basutoland War Levy Fund	86,757	1	5	Stores Suspense			
Colonial Development Fund	14	16	7	Stocks	20,612	14	7
	£161,248	8	4				
Balance on 1st April, 1945	466,678	7	4				
Surplus to 31st March, 1946	51,699	15	10				
	£679,626	11	6				

£679,626 11 6

## ESTIMATED FINANCIAL POSITION AT 31ST MARCH, 1947

The revenue and expenditure estimates for 1946-47 budgeted for a deficit of £114,000, but owing mainly to improved shipping facilities and the fulfilment of trade orders from overseas, Customs revenue is much higher than originally estimated, and it is now expected that there will be a surplus on the year's working. The accumulated surplus which was estimated at £350,368 at 31st March, 1947, is now expected to be £530,000.

## MAIN HEADS OF TAXATION

*Native Tax.*

The rate of tax is 34s. for each adult male domiciled in Basutoland; the more wealthy people pay 40s. In addition, a tax of 25s. is payable for each wife after the first, but no native is liable to pay tax for more than two additional wives.

Revenue from Native Tax is estimated at £253,000 for the financial year ending 31st March, 1947.

*Customs and Excise.*

A total of £329,250 is expected to be received from the Government of the Union of South Africa as Basutoland's share of the Union Customs under the Customs agreement. This sum represents 0.88575 per cent. of the gross Customs revenue of the Union of South Africa.

*Trading Licences.*

A schedule of trading licences is given in Proclamation No. 28 of 1928. The more important licence fees are as follows:—

General Trader . . . . .	£25
Commercial Travellers . . . . .	£15 and £25
Trading Agent . . . . .	£15
Specific trades, between . . . . .	£2 and £10

*Income Tax.*

The rates fixed for the tax year ended on 30th June, 1946, were:—

(1) *Normal Tax* : (a) In the case of public companies, for each pound of the taxable income, 4s.

(b) In the case of persons other than those referred to in paragraph (a), for each pound of the taxable income, 1s. 6d. increased by one one-thousandth of a penny for each pound of the taxable income in excess of £1 subject to a maximum rate of 3s. 3d. in every pound.

Provided that for a married person the rate for each pound of the taxable income shall be 1s. 3d. increased by one one-thousandth of a penny for each pound, subject to a maximum rate of 3s. in every pound.

Provided further that there shall be added to the amount of tax calculated in accordance with the preceding provisions of this sub-paragraph (including the first proviso thereto), a sum equal to 45 per cent. of the net amount arrived at after deducting the rebates provided for in Section 7 of the principal law (as amended) from the amount of tax so calculated in the case of married persons, and in the case of other persons, except public companies, 50 per cent.

(c) In the case of any person, not being a married person or a company, £3 if the taxable income of such person exceeds £250. Provided that this amount shall be reduced by £1 for each dependant of such person.

(2) *Super Tax* : In the case of a person other than a public company, when the amount subject to Super Tax exceeds £1,775, for each pound 2s. increased by one four-hundredth of a penny for each pound of such income in excess of £1, subject to a maximum rate of 7s. 6d. in every pound. Provided that there shall be added to the amount of tax calculated in accordance with the preceding provisions of this paragraph a sum equal to 25 per cent. of the net amount arrived at after deducting the rebate of £2 10s.

*Rebates—Normal Tax* : From the amount of tax payable there shall be deducted in the case of :—

1. (a) companies, the sum of £45 ;

(b) persons other than companies—

(i) The sum of £20 : provided that in the case of a married person the sum to be deducted shall be £22 ;

(ii) in respect of each unmarried child or stepchild of the taxpayer who was alive during any portion of the year of assessment, for which the assessment is made, and was not, or would not have been had he lived, over the age of eighteen years, or if he was wholly dependent for his maintenance upon the taxpayer, over the age of twenty-one years, on the last day of the said year of assessment, the sum of £5 : Provided that a parent who has been divorced or separated under a judicial order or written agreement shall not be allowed the deduction in respect of any child born of the marriage in connection with which the divorce or separation has taken place, unless—

(a) he has maintained during such period such child and

(b) there has not been deducted the cost of such maintenance from his taxable income ;

(iii) in respect of premiums paid by such person during the year of assessment upon policies under which he, his wife, children, or stepchildren referred to in the preceding paragraph, is or are insured against death, accident or sickness and fees or subscriptions paid by such person during the year of assessment to any benefit fund, the sum of 1s. for each pound or part thereof paid in respect of premiums, fees and subscriptions, subject to a maximum deduction of £2 10s. : provided that no allowance shall be made in respect of insurance under a policy of motor insurance, or under any other policy, if the amount paid as premium for such other policy has been allowed as a deduction from income of the tax-payer under the provisions of Section 12 ;

(iv) in respect of each dependant the sum of £1 10s.

2. In any case in which the period assessed is less than twelve months, the deductions under paragraphs (a) and (b) (i), (ii) and (iv) of sub-section 1 shall be such amounts as bear to the full amount of the respective deductions provided for under the said paragraphs the same ratio as the period assessed bears to twelve months.

3. There shall be deducted from the amount of Income Tax assessed in any year the amount of Poll Tax paid for that year by any person under the Basutoland Poll Tax Proclamation, 1933, as amended, on production to the Collector of the relative Poll-Tax receipts or duplicates thereof.

The expression "married person" means any person who—

- (a) during any portion of the period in respect of which the assessment is made was married or was a widower or a widow; or
- (b) during the whole of such period was divorced or separated under a judicial order or written agreement, provided such person is entitled to the deduction in respect of a child under paragraph (b) (ii) of sub-section 1 of this section.

*Excess Profits Duty and Trades Profits Special Levy.*

These duties were imposed as a war measure, and will possibly be repealed in the near future. The present rate of Excess Profits Duty is 10s. in respect of every pound of excess profit.

The sources from which taxable incomes were derived and the amount of taxes assessed for the tax year 1945 are as follows:—

<i>Source</i>	<i>Taxes Assessed</i>
General Traders . . . . .	£112,222
Civil Servants . . . . .	4,964
Employed Persons . . . . .	3,356
Others . . . . .	391
Non-residents . . . . .	168
	<hr/>
	£121,101

The taxes assessed include Normal Tax, Super Tax, Excess Profits Duty and Trade Profits Special Levy.

The number of incomes assessed for the tax year 1945 and the total amount of taxable incomes in the categories shown are:—

<i>Numbers</i>	<i>Categories</i>	<i>Total of Taxable Income</i>
81	500 and under	£38,349
119	501—750	74,138
51	751—1000	45,110
49	1001—1500	60,483
23	1501—2000	45,151
32	Over 2000	205,832
		<hr/>
		£469,063

The taxes paid during the 1945-46 financial year are as follows:—

Normal Tax . . . . .	£34,870
Super Tax . . . . .	14,590
Excess Profits Duty . . . . .	77,417
Trade Profits Special Levy . . . . .	3,068
	<hr/>
Personal and Savings Fund Levy . . . . .	£129,945
	5,866
	<hr/>
	£135,811

*Stamp Duties.*

Stamp duties are levied in the territory and the duties and fees payable are specified in the Schedule to Proclamation No. 16 of 1907.

*Estate Duty.*

The rate of estate duty chargeable upon each pound of the dutiable amount is three ten-thousandths of a pound for every completed £100 or part thereof contained in the dutiable amount subject to a maximum rate of 6s. 8d. in each pound.

From the amount of duty determined at the rate calculated there is a rebate of £300.

*Wool and Mohair Export Duty.*

The Wool and Mohair Fund was established under Proclamation No. 39 of 1931. The levy is now one halfpenny per pound upon all Wool and Mohair exported from the Territory. This levy was imposed as a specific measure for the benefit of the Industry. The balance standing to the credit of the fund on the 31st March, 1946, was £22,410.

*Poll Tax.*

The rate is £3 per annum payable half yearly on the 1st January and 1st July by all adult males who do not pay native tax.

## POST AND TELEGRAPHS

The Revenue amounted to £29,000 during the financial year ended 31st March, 1946, and the expenditure to £20,026.

During the financial year 1945-46 money orders to the value of £28,969 6s. 1d. were issued and £39,330 3s. 6d. paid.

Postal order transactions were as follows:—

	£	s.	d.		£	s.	d.
Union Issued	15,972	16	6	Union Paid	27,510	18	10
British „	636	15	0	British „	35,068	3	0

The Union Post Office Savings Bank System is in operation in Basutoland, and the following deposits and withdrawals at Post Offices in the Territory were made during the financial year 1945-46:—

Deposits: £193,831

Withdrawals: £616,016

This compares with £36,740 and £31,770 respectively in the financial year 1937-38, and the large increase is due to the money representing deferred pay and gratuities which has been paid into Post Office Savings Bank account for returned soldiers of the African Pioneer Corps.

Basutoland has its own postage and revenue stamps. The King George VI issue was placed on sale on 1st April, 1938. There are twelve denominations ranged in the following order, the first eleven being postage and revenue stamps:  $\frac{1}{2}$ d., 1d.,  $1\frac{1}{2}$ d., 2d., 3d., 4d., 6d., 1s., 2s. 6d., 5s., 10s., and, for revenue purposes only, £1. The respective colours are green, red, light blue, purple, blue, grey, light brown, orange, dark brown, blue purple, olive and black. One design only is used, which contains a

vignette of His Majesty the King, placed above a scene depicting the Maluti mountains and the Orange River, while in the foreground is a representation of a crocodile—the emblem of the ruling house of Moshesh.

A Victory issue consisting of 1d., 2d., 3d. Union stamps overprinted were on sale from December, 1945, to March, 1946. Approximately £26,000 worth were sold. This amount has not been included in the above revenue figures.

#### RAND AGENCIES

The Rand Agencies, under an officer termed “ The Agent for the High Commission Territories ”, and two deputy Agents, continued to discharge their duties of collecting taxes and of investigating complaints of miners, principally connected with domestic matters, and keeping them in touch with their homes.

The agents also inspected the working conditions in the coal-mines of Natal, diamond-mines in Kimberley, steel works at Vereeniging and elsewhere, where natives of the High Commission Territories are employed. A fuller account of this agency is given in Appendix I, Section 10. The following collections of revenue were made during the year ending 31st December, 1946 :—

Basutoland	.	.	.	.	£74,101
Bechuanaland Protectorate	.	.	.	.	14,842
Swaziland	.	.	.	.	12,755
Total	.	.	.	.	<u>£101,698</u>

## Chapter IV: Currency and Banking

There are no agricultural or co-operative banks within the Territory; but the Standard Bank of South Africa Limited has a branch office at Maseru. This is the only Bank in the Territory.

The Currency is provided for under Proclamation 2 of 1933 and is the same as in the Union of South Africa.

There have been no important developments under this head during the year under review.

## Chapter V: Commerce

The most important factor characterising the external trade of Basutoland is the excess of imports over exports of goods. The monetary value of this adverse balance amounted to over £1,500,000 in 1946 as compared with £350,000 in 1938. The same figures for 1943, 1944 and 1945 are, respectively, £654,126, £905,987 and £1,123,465. This continued adverse balance is rendered possible by the existence of an export of labour to the mines and farms in the Union resulting in an influx of cash to Basutoland. The large and steady increase in imports during the war

years in spite of the relative shortage of consumer goods and increased prices is due to the fact that there has been more money in circulation within the Territory. The dependants of the 20,000 Basuto soldiers who joined the Forces received regular monthly allotments averaging between £2 and £3 per month. Some of this money was invested in the Post Office Savings Bank, but most of it was spent on imported merchandise. In 1946 demobilisation took place, and the Basuto soldiers returned home, receiving their deferred pay and gratuities, which in the majority of cases was spent at local trading stores. It is therefore anticipated that the year 1946 will be a peak year for imports. Though it is not likely that exports will ever again exceed imports in value, it is anticipated that the value of imports will be considerably less in 1947 and succeeding years, and that 1946 has been in this respect an exceptional year.

Practically the whole of the retail trade is in the hands of Europeans, although during the past few years the number of trading licences taken out by Basuto has increased steadily, and is likely to rise considerably the next year or so as many ex-soldiers are now anxious to engage in trade.

In normal years the most important exports of the Territory are wool, wheat, mohair and cattle. In 1946 the export of wheat was negligible owing to the food shortage.

The values exported in 1938 and 1946 bore the following proportions to total exports:—

	1938	1946
	%	%
Wool . . . . .	31	68
Wheat . . . . .	38	47
Mohair . . . . .	10	16
Cattle . . . . .	5	5

During the war years the prices of wheat and cattle rose considerably. The prices of wool and mohair also rose, resulting in an increased export.

TABLE I

*Value in £'s of Total Imports and Exports for the Years 1920, 1928, 1936 and 1938-46*

	Imports £	Exports £
1920 . . . . .	1,180,986	937,038
1928 . . . . .	921,573	1,013,392
1936 . . . . .	712,125	302,193
1938 . . . . .	749,126	401,512
1939 . . . . .	866,403	405,517
1940 . . . . .	875,280	461,666
1941 . . . . .	992,924	531,447
1942 . . . . .	1,033,328	459,589
1943 . . . . .	1,118,747	464,621
1944 . . . . .	1,422,525	516,538
1945 . . . . .	1,624,734	501,269
1946 . . . . .	2,056,182	485,204

TABLE II

*Values and Quantities of Principal Imports for the Years 1938 and 1945-46.*

	1938		1945		1946	
	Quantity	Value £	Quantity	Value £	Quantity	Value £
<i>Merchandise</i> . . .	—	678,260	—	1,325,556	—	1,697,662
<i>Livestock</i>	<i>No.</i>		<i>No.</i>		<i>No.</i>	
Horses, Mules, etc.	2,704	10,677	432	3,699	1,984	16,848
Cattle . . .	6,715	24,376	4,790	35,629	4,193	29,934
Sheep and Goats	2,303	1,239	8,652	8,808	10,426	11,014
<i>Grain</i>	<i>Bags</i>		<i>Bags</i>		<i>Bags</i>	
Wheat and Wheat Meal . . .	8,087	12,852	20,623	37,896	28,140	51,084
Maize and Maize Meal . . .	33,017	18,988	70,907	175,856	174,755	227,701
Kaffir Corn . . .	2,222	1,820	28,922	32,608	6,460	17,326
Other Produce . . .	—	914	—	3,530	—	4,613
<b>Total</b> . . .		<u>£749,126</u>		<u>£1,624,734</u>		<u>£2,056,182</u>

TABLE III

*Values and Quantities of Principal Domestic Exports for the Years 1937 and 1945-46*

	1938		1945		1946	
	Quantity No.	Value £	Quantity No.	Value £	Quantity No.	Value £
<i>Livestock</i>						
Horses, Mules, etc.	109	730	154	1,393	120	1,836
Cattle . . .	3,243	21,358	3,254	32,871	2,450	25,339
Sheep and Goats	563	340	1,322	2,198	1,748	2,584
<i>Grain</i>	<i>Bags</i>		<i>Bags</i>		<i>Bags</i>	
Wheat and Wheat Meal . . .	152,776	155,807	19,244	23,051	127	232
Maize and Maize Meal . . .	26,196	11,514	186	253	530	864
Kaffir Corn . . .	52,770	35,614	901	1,124	240	580
Barley . . .	2,080	1,019	267	200	—	—
Beans and Peas . . .	4,761	3,082	34,991	98,282	13,386	36,826
Oats . . .	1,909	1,341	5	8	23	69
<i>Wool and Mohair</i>	<i>lb.</i>		<i>lb.</i>		<i>lb.</i>	
Wool . . .	6,461,852	125,241	8,382,150	277,951	10,604,433	328,913
Mohair . . .	870,651	41,584	1,237,612	58,314	1,370,803	80,162
<i>Hides and Skins</i>						
Hides . . .	84,590	1,450	79,139	1,914	74,097	3,807
Skins . . .	40,171	1,001	19,514	335	42,851	1,080
<i>Miscellaneous</i> . . .	—	1,431	—	3,175	—	2,915
<b>Total</b> . . .		<u>£401,512</u>		<u>£501,269</u>		<u>£485,207</u>

*Note.*—A bag = 203 lbs.

TABLE IV

The following comparative table for 1938 and 1946 indicates the country of origin of motor vehicles registered in the Territory.

<i>Country of Origin</i>	<i>New Registrations</i>		<i>Total Registrations</i>	
	1938	1946	1938	1946
<i>(a) Private Motor Vehicles and Taxis</i>				
Great Britain . . .	15	8	30	19
Canada } . . .	260	120	531	510
U.S.A. } . . .	—	—	—	2
Germany . . .	—	—	—	1
Italy . . .	—	1	—	1
France . . .	—	—	—	—
Total . . .	275	129	561	533

*(b) Commercial Vehicles*

Great Britain . . .	5	2	12	10
Canada } . . .	60	68	148	214
U.S.A. } . . .	1	—	1	—
Germany . . .	—	—	—	—
Total . . .	66	70	161	224

*(c) Motor Cycles*

Great Britain . . .	4	2	12	5
U.S.A. . .	—	1	3	1
Germany . . .	1	—	1	—
Total . . .	5	3	16	6

## OBSERVATIONS

From Table I it will be seen that the total value of imports has increased steadily since 1936 while the total value of exports has remained fairly constant. It is interesting to note that in 1928 exports were greater than imports. This favourable trade balance has not been repeated since 1928, indeed statistics over the past few years show an increasing adverse balance. In the year 1946 imports valued at over two million pounds have reached the highest figure yet and export figures have decreased as compared with 1944 and 1945.

The sharp increase in the value of imports was due to the rising cost of consumer goods. Higher wages paid to labourers, military allotments, gratuities and deferred pay of ex-soldiers, have enabled a large section of the community to pay for these goods at increased prices. There has been no falling off in the purchasing power of the consumer during the year under review. The decrease in the value of exports was mainly confined to

the export of grain, particularly wheat, due to the drought and the resulting shortage of food in the Territory. The export of grain without a permit was forbidden during 1946.

#### *Merchandise.*

The amount of merchandise imported in 1938 amounted to £678,260 in value as compared with £1,325,556 in 1945 and £1,697,662 in 1946.

#### *Wool.*

With the decline in the export of wheat due to food shortage in the Territory, wool is at present the most important export. In 1938 the amount of wool exported was 6,461,852 lb. as compared with 8,382,150 lb. in 1945 and 10,077,586 lb. in 1946. The favourable price received for wool has resulted in a steady increase in the value of wool exports in the last few years.

#### *Maize, Sorghum and Wheat.*

The two main foodstuffs of the Basuto are maize and sorghum in that order, then wheat and peas third and fourth. The climate and soil of the mountains are favourable to the growth of strong wheat. In a normal year when crops are plentiful, some two-thirds of the total wheat crop is usually available for export, and wheat is often exchanged for maize at traders' stores. The amount of maize, sorghum and peas imported invariably exceeds that which is exported.

#### *Cattle.*

Trek oxen from Basutoland have a good market in the Union of South Africa, though in 1946 the movement of cattle was restricted by the incidence of lumpy skin disease in the Orange Free State.

#### *Imports.*

All the figures for imports given in the tables and elsewhere relate only to imports made by private individuals. In addition to these, account must be taken of imports made by Government, which are very considerable.

Apart from food, the chief articles bought by Africans are clothing and agricultural implements. The clothing comes largely from the Union of South Africa, the implements chiefly from Canada. Motor cars are being bought in increasing numbers by Chiefs and African traders, and the number of Native-owned buses and commercial vehicles is also increasing due to the greater participation of Africans in commercial undertakings. A considerable number of the European population own motor cars. The registration of new motor vehicles has fallen considerably as compared with 1938 owing to the difficulty of supply and to the general world shortage.

Since all imports are made through the Union of South Africa, it is not possible to give figures detailing the country of origin of imports or destination of exports.

There is very little tourist traffic in Basutoland.

## Chapter VI: Agricultural and Livestock Services Development, 1946

### *Extent of Cultivation.*

It is estimated that approximately 16 per cent. of the total area of the Territory is under cultivation. The figures are:—

Total area of Territory . . . . .	7,498,240 acres
Estimated area under cultivation . . . . .	1,200,000 „

It does not follow that the whole of this cultivated acreage is under the plough in any one year; but in a good season it can be assumed that practically all the arable land is ploughed and sown. Through the period 1938-46 the tendency for cultivation in the mountain areas to increase has continued, and, in addition, worked-out lands in the lowlands which have been brought back into cultivation after reclamation by anti soil-erosion works have shown a steady increase in number.

In the lowlands the area devoted to grazing is relatively small; the main pasture areas are in the mountains; all land above an elevation of approximately 7,800 feet being used solely for this purpose.

### *Forestry.*

With the exception of willow-trees growing along the banks of the rivers, there is little indigenous timber. Trees have been planted as an anti-erosion measure. *Populus canescens*, *Acacia dealbata* and *Robina pseudacacia* being used for the purpose. An average of 103,000 trees per annum has been planted under the anti-erosion scheme. In November, 1943, a village tree-planting scheme was started in order to provide building-poles and an alternative to kraal manure as fuel, and since the commencement of the scheme upwards of 20 million trees have been planted in the lowlands. On account of droughts and, to a lesser degree, stock damage and fire, the survival rate has been low, but this is made up to a degree by the spreading habit of the poplar. Sufficient trees remain to form good evidence throughout the lowlands of the effort which has been put into the scheme. In spite of the most adverse weather conditions, 2,400,000 trees were planted during 1946.

The policy of issuing seedling peach-trees and vines has been followed throughout the war period, a total of upwards of 72,000 peach-trees and 9,000 vines having been distributed of which 635 peach-trees and 1,522 vines were issued in 1946.

### *Mineral Development.*

The geological survey of the Territory by Dr. Stockley was completed in 1939, but, on account of the war, publication was suspended. This survey has revealed that the prospects of mineral development in Basutoland are very remote. The Report will be printed early in 1948.

### *Possibilities of Agricultural Development.*

In the lowland areas any further increase in cultivation is impossible. Much greater use could, however, be made of the land now under cultiva-

tion, and of those lands which have been allowed to revert to grass on account of general poverty by the adoption of more intensive methods and a properly balanced system of farming. An endeavour is being made to accomplish this by the formation of Agricultural Improvement Areas, where all crop and stock management is conducted on the direct advice of the Agricultural and Livestock Officer of the district. It is unfortunate that such a fundamental matter as stock limitation is not yet acceptable to the Basuto.

During the last five decades there has been a general movement of population from the lowlands into the previously uninhabited mountain areas, brought about by the steadily increasing population combined with the deterioration of arable land and pastures in the lowlands. Crop yields in parts of the lowlands have dwindled through the years to an entirely uneconomic level, on account of bad farming practices and sheet and donga erosion. If the land is to continue to carry its present population, a fundamental change in agricultural methods must be brought about, and as a beginning every encouragement is being given to the return of animal manure and other refuse to the soil. The Government has provided 100 two-wheeled carts on loan to the Basuto for this purpose, and during 1946 over 10,000 loads of kraal manure, etc., were carried on to the land.

### *Soil Conservation.*

Soil conservation was started on an extensive scale early in 1937 by means of a loan of £152,000 from the Colonial Development Fund for this purpose. The amount which had been spent up to March, 1940, was repaid, and the scheme was continued during the war years, financed entirely from funds derived from the resources of the Territory. In 1946 a grant (603A) to cover a continuation of the scheme for a further ten years was made under the Colonial Development and Welfare Act.

Very considerable difficulties were encountered in keeping the mechanical plant in operation during this period, but nevertheless the output of completed work is considered to be very satisfactory.

The following table shows the progress which has been made to date:—

	<i>To end of</i>		
	1938	1938-46	Total
<i>Lowlands</i>			
Area reclaimed (acres) . . . .	27,556	145,555	173,111
Length of terrace bank constructed (yards) . . . .	2,937,577	15,080,933	18,018,510
Number of dams constructed . . .	49	148	197
Number of trees planted . . . .	171,958	653,910	825,868
Area fenced (acres) . . . .	653	1,612	2,265
<i>Mountains</i>			
Buffer strips in mountains (acres) . . . .	.	.	130,064
Buffer strips in mountains (yards) . . . .	.	.	17,130,033
Training banks in mountains (acres) . . . .	.	.	5,910
Training banks in mountains (yards) . . . .	.	.	184,380

Included in the above table are figures showing progress made in

mountain areas inaccessible to wheeled equipment. Here a policy of surveying strips 6 feet wide on the contour at 6 feet vertical intervals through all cultivated lands has been adopted. These strips are allowed to revert to the natural vegetation, and are accompanied by heavy manually constructed training banks at the tops of cultivated slopes. A secondary effect of this stripping, which has been made compulsory by legislation, whereby the 6 feet vertical interval is insisted upon, is to restrict cultivation to slopes which are not unreasonable for arable purposes.

Of the many species of grass which have been planted on training banks and earthen dam walls, only kikuyu (*Pennisetum clandestinum*) has proved satisfactory, and this only where there is a northerly, north-easterly or north-westerly aspect. This subject is receiving further attention on an experimental scale.

The 197 earthen dams which have been constructed are proving of inestimable benefit, particularly to the stockowners in the lowlands. Apart from the consideration of cattle maintaining reasonable condition during the winter, there is far less trampling of herbage now than was the case previously. The need for further dams is almost unlimited.

The natural establishment of vegetative cover in dongas clearly demonstrates the beneficial results of the soil-conservation measures where these have been carried out.

### *Research.*

Experimental work in progress in the Territory may be divided under two headings—crop improvement and grassland management. Work is being carried out at Maseru (elevation about 5,000 feet), Makhaleng in the foothills (elevation about 6,800 feet) and Thaba Tsoeu and Thaba Putsoa, both of which are over 8,000 feet above sea level. In addition, there are several centres where controlled grazing and burning are being carried out by chiefs in the mountains under the supervision of Agricultural and Livestock Officers, where observations on different treatments for the control of the encroachment of valueless scrub are in progress.

#### *(i) Crops.*

The problems which are under investigation at present are improvement of varieties, manuring and crop rotation, and the introduction of new cash crops.

Investigations of the effect of other crops on subsequent crops of maize have been started. A heavy application (10 tons per acre) of kraal manure gives a greater increase in yield than other practicable applications, including superphosphate and rock phosphate. With maize, the staple crop and diet of the country, it is considered at present to be more important to improve the method of farming than the variety used, and so for the time being the question of varietal improvement is being left in abeyance.

A very large number of strains of kaffir corn are in use in the country, and there are indications from variety tests that a large general improvement in yield may be possible by the substitution of some of the better yielding strains, where necessary, for those in general use.

Work on the improvement of wheat, the most important export crop of the Territory, has continued. It has been possible to eliminate a large number of crosses made between Canadian wheats and local varieties on

account of susceptibility to rust or poor yield. There are indications that the varieties Ceres and Talberg are likely to prove suitable for use both in the mountains as a summer crop, and in the lowlands, where wheat is grown in relatively small quantities as a winter-spring crop. While this work has been in progress fairly large stocks of Marquis have been built up in the mountains, where this variety has been the standard issue pending further observations on other varieties and strains, with the varieties Wolkoring and Red Egyptian being used in the lowlands.

Great difficulty exists in maintaining the purity of a strain when a certain stage of multiplication has been reached—that is, after seed has been issued for general use. Only a small acreage of land is available for use for this purpose by the Agricultural Department.

*Pyrethrum.* Certain of the foothill areas were thought to have climatic, etc., conditions suitable for the growth of pyrethrum. Results during the two seasons of observation on this crop have been disappointing.

## (ii) *Grassland.*

During the period 1938-46 there has been a steady deterioration of pastures, more particularly in the mountain areas, which have been increasingly used for summer grazing. The correct management of grassland is considered to form the most important subject for investigation in the Territory. The problem falls naturally into two distinct subdivisions, the dividing line being one of altitude between 6,000 and 7,000 feet.

(a) *Lowland.* For many years the lowlands have been over-stocked; as a result there are everywhere signs of erosion, and there is generally insufficient feed for cattle in winter. Reduction in stock numbers must eventually take place, and an effort is being made at Maseru to determine the effect of stocking at the rate of one large beast to 5 acres of land, as a preliminary to the institution of stocking regulations.

A second problem is that of the proper use of worn-out arable land, and the quickest method of bringing about its regeneration. A grass ley experiment was laid down at Maseru, and the indications are that two local *Eragrostis* species are likely to prove more satisfactory than any of the large number of exotic grasses which were originally introduced.

The necessity for the possibility of the immediate and universal application of any results obtained from experiments is constantly borne in mind.

(b) *Mountain.* The mountain areas are grazed mainly during the summer. The northern, north-western and north-eastern slopes were originally covered with sweet (*Themeda*) grass, while the colder slopes grew sour grasses of which *Festuca caprina* is the dominant species. Stock naturally congregate on the sweet grass, with the result that this has been slowly eaten or trodden out, and its place has been taken by useless scrub, *Chrysocoma tenuifolia* predominating. The grazing value of the mountain slopes has steadily deteriorated; in addition, *Chrysocoma* offers little resistance to soil erosion. A very large percentage of the mountain slopes has been damaged in this way, and it is considered to be the matter of most urgent and vital importance that these slopes should regain their former grass covering.

Experiments at Thaba Tsoeu and Thaba Putsoa, and elsewhere, where

controlled grazing is in progress, indicate that a return to Themeda may be achieved by simple restriction of stocking and rotational grazing. At Thaba Putsoa, an area which eleven years ago was covered with Chrysocoma and was at that time fenced, the return to Themeda is practically complete. This area is now being used for the determination of the carrying capacity of mountain slopes which have returned to their climax vegetation. Alterations in vegetation have been checked by a system of transects, where the botanical composition of the veld is determined from time to time.

The result of this experiment will have no immediate application.

An effort is being made at Thaba Tsoeu to reclaim an area densely covered with Chrysocoma by means of controlled grazing without fencing. The results of this experiment, which are beginning to show after only two years' control, indicate that a system using several cycles of two years controlled grazing and a third year of rest will provide the answer to this problem. This system takes advantage of the inability of Chrysocoma to compete with grass, and is another experiment the results of which are capable of large-scale and immediate application in the mountain areas.

#### PRINCIPAL CROPS

The principal crops grown in the Territory are maize, wheat and sorghum, followed by peas, beans, barley, vegetables and oats in that order of importance.

In the mountains the most reliable crops are wheat, peas and barley, all sown in early spring, but in the valleys a very considerable area of maize and sorghum, for which the season is very short, is also sown. The two latter flourish in the warmer lowlands, together with relatively small areas of autumn-sown wheat and peas, and spring-sown beans, vegetables and fruit.

There is a tremendous variation in estimated annual crop yields, this depending almost entirely on rainfall. In the following table highest and lowest yields and the average for the eight-year period are given for the period under review.

<i>Crop</i>	<i>Highest Yield (Bags of 200 lb.)</i>	<i>Year</i>	<i>Lowest Yield (Bags of 200 lb.)</i>	<i>Year</i>	<i>Eight-Year Average</i>
Maize . .	1,005,268	1941	400,000	1945	652,000
Sorghum . .	324,000	1943	123,000	1946	205,000
Wheat . .	416,000	1944	156,500	1946	325,000
Other Crops .	156,562	1939	32,000	1946	59,000
<b>Total Crops</b>	<b>1,747,700</b>	<b>1941</b>	<b>725,000</b>	<b>1946</b>	<b>1,241,000</b>

The uncertainty of crop yields is well brought out in the above table.

The estimated maize yield for 1946 was 414,000 bags, only 14,000 bags higher than the lowest recorded crop harvested in the previous season. Other crops in 1946 were all lower than any previously recorded. The very late arrival of planting rains, and a dry period during February and March, 1946, accounts for these low figures. The wheat crop was about half the average for the eight years under consideration, and proved to be of

indifferent quality. Much was frosted before full maturity had been reached. No wheat was exported during 1945 or 1946.

### *Vegetable Production.*

The development of vegetable gardening continues to make good progress. There are now 10,442 vegetable gardens being worked under the supervision and on the advice of demonstrators, showing an increase of 1,027 over the figure for the previous year. In addition, a large number of Basuto now work their gardens without any assistance.

There is no doubt that in addition to bringing the national diet on to a more sound footing, vegetable gardens in this difficult year have assisted to a degree in eking out the poor supplies of grain harvested.

A number of vegetable-garden competitions was held during the year; the quality of produce was, however, not up to the usual standard.

## ORGANISATION

### *Land Tenure.*

In practice the power of allotting land for occupation, grazing, etc., rests in the Paramount Chief, who is regarded as holding all land in Basutoland in trust for the people. There is a difference in the application of the principle to grazing land and cultivated land. All grazing land, including the grazing on cultivated land after the crops have been removed, is strictly communal. The arable or cultivated land, while remaining the property of the nation, is granted to family heads under the ancient and well-known "three-field" system. In Basutoland there is no recognised size for these fields, but they are estimated to average 2 acres in the lowlands.

### *Associations.*

There are at the present time in the Territory 169 Agricultural Associations. These associations are not co-operative societies in the true sense, as there is no joint financial liability. The main objects which they serve are to stimulate interest in good agricultural methods, to introduce better-quality seed and stock and to organise co-operative buying and selling and agricultural shows.

The majority of the associations are doing good work for the advancement of agriculture, and the Government gives them every encouragement.

## DEMONSTRATORS

At present there are 109 Native Agricultural Demonstrators and Assistant Demonstrators in the Territory. Their main duty is the education of the Basuto in adopting better methods of crop production. Teaching is effected by using a system of demonstration plots worked by the owners under the supervision and on the advice of demonstrators, combined with simple topical lectures. In the difficult 1945-46 season 293 demonstration lands were worked, and gave an average of three times the yield of uncontrolled, but otherwise comparable lands.

Other work for which demonstrators are responsible includes the laying-out of grass buffer strips in the mountains, village tree planting, lectures on seasonal topics and the dosing of small stock for intestinal parasites.

## LIVESTOCK AND VETERINARY WORK

*Economic Aspect.*

At auction sales of livestock, held at the usual centres on five occasions during the period October, 1945, to September, 1946, average cattle values reached their highest recorded peak—viz., £12 12s., but this coincided with a sharp decrease in the numbers of cattle presented for sale. These results are to be accounted for by:—

- (a) interruption to cattle movements by the restrictions resultant upon the appearance of lumpy skin disease in adjoining districts of the Orange Free State, and later in Basutoland;
- (b) lessened sales pressure by reason of the relatively prosperous condition of natives generally; allotments and gratuities in respect of military service being a considerable factor.

The intensive propaganda for increased grain production was reflected in the active demand for younger categories of work oxen, and officers purchasing such for Government use had to pay prices considerably higher than hitherto.

*Statistical Review.*

The usual biennial census of livestock falls due in February, 1947. It is obvious that certain areas in the Territory are carrying more livestock than wise husbandry should permit. This situation has been aggravated by:—

- (a) the tendency for Basuto working in the Union to accept cattle, to a greater or lesser degree, in lieu of wages, or to invest savings in such, and to introduce such animals into Basutoland; and
- (b) the ploughing up of fresh ground for crop production in past years with a corresponding reduction of available grazing ground.

The figures for exports and imports for the period under review indicate the usual preponderance of imports over exports—viz., 8,847 cattle, 3,448 horses and 26,669 sheep introduced into Basutoland, against export figures of 3,088, 257 and 1,168, respectively. It may be noted here that, due to import and export restrictions arising from the prevalence of lumpy skin disease in the Orange Free State, and its later discovery within Basutoland, cattle movements in either direction were suspended, or came under partial embargo, for varying periods, with the result that the figures for both import and export are less than in the previous year. Restrictions were not applied upon the movements of other categories of livestock, as this disease appears to be one of cattle only.

*Animal Health.*

Most of the questions under this heading relate to nutritional conditions, specific or preventible diseases probably accounting for no more than a fraction of the mortality occasioned by malnutrition or its sequelae. The partial drought existing over the period under review was responsible for considerable, although not excessive, mortality in all categories of livestock. Cattle, horses and donkeys cannot be put to work at such periods, and succumb rapidly in cold weather. Indeed, the mortality amongst

donkeys in Basutoland is proverbially severe at all times, due to their universal use as pack animals.

## ANIMAL HUSBANDRY

### *Small Stock.*

The poundage of wool classed under official supervision—i.e., Government classed wool—showed an increase of 73,092 lb. wool over the previous year. Practically the whole of the balance of the wool exported was simply classed by flock owners, with the assistance of Government Wool Inspectors, where necessary.

Besides the poundage of wool classed under official supervision, many traders are shearing on their stations and classing on the lines laid down by the Government.

During the current year 532 Merino rams were introduced from the Union for resale to African sheep-farmers, making a total of 6,954 improved Merino rams introduced by the Government since the inception of the Sheep Improvement Scheme in 1935.

### *Cattle.*

The usual improvement operations have been maintained—viz., castration of undesirable animals; the loan or transfer of approved bulls to owners requesting such; auction sales at reasonable intervals for the disposal of aged, redundant, or unsuitable bulls (343 were so disposed of during the year). Also at the few Agricultural Shows it was possible to organise during the period in question prizes were given for the better animals in all the main categories, and it was found possible to address the natives present and indicate the reasons for the judges' selection.

### *Equines.*

An adequate number of horse stallions are maintained at the three stud stables situated at Maseru, Mafeteng and Quthing, in addition to those purchased outright by, or on loan to natives, and available for service in outlying districts. The forthcoming census will reveal how many of the latter categories are still in service, it being impracticable at present to quote accurate data. The scheme has been a partial success only, owing to the communal character of the grazing facilities and the resultant difficulty of controlling services. Moreover, it is becoming clear that the use of thoroughbred stallions, almost exclusively, for improvement purposes, in a country with a diminishing nutritional level from the available natural grazing, requires reconsideration, as such animals tend to become too fine or stunted for the rough wear and tear of mountain travel and pack-work.

It is gratifying, however, to record that the demand for donkey-jacks for mule-breeding is increasing, as the mule is better equipped to stand up to the rigours of the Basutoland climate, and is the pack animal par excellence under the conditions usually prevailing.

### *Pigs.*

The demand for weaner pigs has increased. During the year sixty weaner pigs were sold. At present only four breeding-sows are kept.

Two boars, one Large Black and one Tamworth, are used, the idea being to be able to supply suitable weaners for breeding purposes.

When the supply of pig-feed is easier more sows may be kept to meet the demand.

### *Poultry.*

The demand for young fowls is still on the increase. Two hundred three- to four-months-old chicks were sold during the year. The birds kept are Australorp, Rhode Island Red and Light Sussex, of which Rhode Island Red appears at present to be most suitable.

### *Rainfall.*

The average annual rainfall for the past five years, for the nine stations where rainfall was recorded, is as follows:—

	1942	1943	1944	1945	1946
Rainfall in inches . . .	28·51	36·60	34·89	16·87	22·81

### CO-OPERATIVE SOCIETIES

There are at present no Co-operative Societies in Basutoland. It is, however, proposed to begin a Co-operative organisation in the Territory on the lines of similar movements in other parts of the Colonial Empire. Before the organisation is set up it is necessary to have a fully trained staff, and for this reason an Administrative Officer has been sent to Britain to study this important aspect of Colonial Development under expert guidance. This officer will also have the opportunity of studying Co-operative Societies organisations in Cyprus and Nigeria. On his return to Basutoland in the latter part of 1947, the necessary organisation will be established.

## Chapter VII: Social Services

### I. EDUCATION

Education in Basutoland is considerably affected by the mountainous nature of the country, a natural result of this being a tendency to concentrate schools in the lowlands, which comprise only one-third of the country, to the detriment of the remaining two-thirds mountainous areas. In spite of this, it can be claimed that education is everywhere very popular and that an educational tradition has been established amongst the Basuto to an extent not reached elsewhere in Africa. 75 per cent. of Basuto pupils of school age attend school for varying lengths of time, and the average attendance is 75 per cent. of the total roll. A most striking feature of education in Basutoland is the preponderance of girls over boys in school, again a most unusual feature in African education. This is no doubt in part due to the fact that boys are employed from a very early age as cattle-herds, but this does not explain why this preponderance of girls is noticeable also in schools at the more urban centres where herding is not so necessary.

The year 1946 was mainly devoted to the preliminary stages of re-organisation of education consequent upon the publication of the Report

of the Education Commission appointed in 1945 "to enquire into present policy and practice as regards African education in Basutoland generally . . . and having regard to the financial resources that might be available, to make recommendations regarding the future extension, improvement and administration of African education in Basutoland".

The Commission fully recognised the good work that had been done in making education so widespread in the country, but it also pointed out that in becoming so widespread the educational system has outrun the financial resources of the country. The Report realised that in view of the fact that 20 per cent. of the revenue of the Territory is already spent on education, a large increase in recurrent expenditure on this service could hardly be expected at present. Its proposals, therefore, to find the extra sums required to make the system efficient, consisted of a local rate amounting to not less than 5s. per taxpayer (in addition to the increase in tax already approved), a grant of £324,000 from Colonial Development and Welfare funds and a normal share for education of any increase in revenue from 1949 onwards. In actual fact the local rate has not been considered practicable, the Colonial Development and Welfare grant available is £93,000 only, and the future increase for education out of recurrent revenue is problematical. Adoption of the Commission's proposals has therefore had to be guided by the strictest financial considerations.

The first step has been to set up machinery for improving active co-operation between all parties interested in education. This machinery consists, at the centre, of a Central Advisory Board on Education, consisting of representatives of the Paramount Chief, the main Missionary Societies, the Heads of Government Social Service Departments, one Mosuto representative from each Administrative District and a representative of Basutoland African teachers. It is interesting to note that this Central Advisory Board has a majority of African members.

In the districts arrangements have been made for the establishment of District Advisory Committees on Education to consider and advise upon purely local educational problems, such as the opening of new schools and the development of existing schools. Membership of these Committees is on the same lines as for the Central Advisory Board, but on a purely district basis.

Finally the two existing Teachers' Associations, representing Protestant and Roman Catholic interests respectively, have agreed to the formation of a Basutoland National Teachers' Association open to all, irrespective of religion, which, it is hoped, will develop into a body able to proffer useful advice not only on questions affecting teachers' interests, but also on matters affecting education in general.

The Commission laid great stress on the difficulties which have arisen from the present almost complete lack of administrative control on education in Basutoland. To remedy this, the Report recommended the introduction of an Education Proclamation, and this, based on Education Ordinances of other African Territories with special reference to the problems of Basutoland, has been under active consideration during the year in consultation with all interested parties.

Finally, the Commission's recommendation for a new grant system has been accepted, and details have been worked out, again in consultation with interested parties, for the introduction of a system granting specific

grants for specific purposes, conditional upon efficiency, instead of the present haphazard system based on numerical attendance only.

Another important question to be tackled has been that of teachers' salaries. The financial resources of the country make impossible the raising of teachers' salaries to the high level in force in the Union. But it has been possible to recommend a 5 per cent. increase in teachers' salaries and the introduction of an incremental scale.

In accordance with another important recommendation of the Report every effort is being made to improve the quality of teachers produced by the various training institutions; in this respect tribute must be paid to the self-sacrifice of the Paris Evangelical Missionary Society, which has agreed to the broadening of its own institution into one designed to produce Protestant teachers not only for the Paris Evangelical Missionary Society, but also for the Church of England, an institution to be managed by representatives of the Paris Evangelical Missionary Society, the English Church and Government, both European and African.

Finally, it is proposed to spend a considerable proportion of the Colonial Development and Welfare grant upon the improvement of school buildings, including those at the new Combined Teacher Training Institution, and the provision of adequate equipment for schools in the Territory.

With the exception of five Intermediate Schools, one High School and one Technical School maintained directly by Government, schools in Basutoland are entirely managed by missions. All Elementary Vernacular Schools cater in most cases up to Standard III and in some instances to Standard IV. There are 533 aided, 220 registered (partially aided) and ninety-nine private schools. These show a total enrolment of 29,440 boys and 52,486 girls. Of Intermediate Schools there are five maintained directly by Government and fifty-two aided Mission Schools with a total enrolment of some 2,000 boys and 2,350 girls.

Secondary education up to Junior Certificate is provided at the High School, Morija and Roma, and there is a matriculation class at the High School and a private matriculation class at Roma. Male teachers are trained at Roma and Morija, and female teachers at Thabana Morena, Roma and St. Catherine's. Special provision for domestic training for girls is provided at most schools, nearly all of which are co-educational. Some schools, mainly Roman Catholic, also provide what may be termed short pre-marriage courses for African girls of varying standards who, for whatever reason, are unable to proceed with their normal education.

Private university classes have been started by the Roman Catholics at Roma. Accommodation for Basuto students is provided at the South African Native College, Fort Hare, which the Basutoland Government subsidises to the extent of £300 a year and of which the Director of Education is a member of the Governing Council. Bursaries are provided to enable students to take advantage of these facilities; they are also available for students at the various other stages of their educational career.

It is estimated that between 50 and 60 per cent. of the adult population is literate, which makes mass education and adult educational problems less pressing than in other parts of Africa. The main problem in this respect lies in the provision of adequate literature to prevent literates relapsing into illiteracy, and appropriate measures are under consideration in this respect.

An interesting development during the year has been the growth of the Home Industries Organisation. This has grown out of the voluntary instruction provided during the war years in the arts of spinning and weaving to enable the Basuto to produce material for the production of gifts and comforts for the Basuto soldiers. A textile expert from England was appointed in 1946 to organise and develop this industry. Eight instructors have received a six months' training-course, and these are now at work in the various administrative districts in each of which it is the aim to build a Home Industries Workroom at which instruction in the arts of spinning and weaving and other kindred subjects can be imparted to Basuto men and women who, it is hoped, will later develop such arts in their own homes. Whilst there will be a certain local demand for simple articles such as horse-girths, the main objective of these products must be the European luxury market, and every effort is being made to safeguard the quality by the introduction of trade marks, regular inspection, etc., etc. This movement appears to offer a real opportunity for a Mosuto to make money in his own home without having to migrate outside the Territory.

The syllabus followed in Basutoland is related as far as possible to the needs of a rural community, and increasing emphasis is laid on agricultural and other practical work in the schools. With the aid of a generous grant from Colonial Development and Welfare Funds, a considerable expansion is taking place at the Lerotholi Technical School, which, on completion of this expansion, will cater for 200 instead of its present seventy pupils. An immense amount of hard practical work has been done during the year by the pupils of this school, including much constructional and decorative work preparatory to the Royal visit.

Great attention is paid to character-training in the schools, and self-government by house-masters and prefects is encouraged, particularly at the High School. Games remain popular, and inter-school competitions in football, athletics, and singing are held regularly.

The Pathfinder Movement was flourishing before the war, but fell rather into decay after the departure of many European officers on war service. Every effort is now being made to revive this movement, and plans have been laid for the training of African officers. The Girl Guides continue to flourish and report considerable expansion.

The importance of European education in a Territory where European and African children grow up side by side is fully realised, and measures have been taken to improve this. Consultative machinery has been set up in the form of a Central Advisory Committee for European Education, and this body has already made important recommendations for improvement of teachers' salaries and school buildings. During the year six small schools were maintained for European children at the various camps, with a total enrolment of eighty-nine pupils. With the exception of that at Maseru, these are all single-teacher schools which are co-educational and take children up to Standard VI only. Beyond that standard children must proceed outside the Territory for education, and many of them go at the Standard V level. Three bursaries are awarded annually for European children proceeding outside the Territory, two of these are available for two years, one of the value of £50 per annum being granted by Messrs. Frasers, Ltd., a leading trading firm with many stores in the Territory, and one at £25 per annum being provided from a special Queen Victoria

**Diamond Jubilee Memorial Fund.** In addition, a War Charities Organisation during the war provided funds for one scholarship, of the value of £15, tenable for one year.

## 2. HEALTH

### *General.*

The Medical staff of the Territory consists of a Director of Medical Services, eleven Medical Officers and one District Surgeon (at present there are nine Medical Officers). A Medical Officer is stationed at each of the district headquarters and the District Surgeon at a sub-district. There is also a Medical Superintendent and a Medical Officer at the Leper Settlement. (The Medical Officer's post is at present vacant.)

In November, 1944, Dr. H. W. Dyke, C.B.E., retired from the appointment of Director of Medical Services after thirty-one years' Colonial Service, and he was succeeded by Dr. K. H. Dyke.

There are five Government hospitals staffed by European nurses with subordinate African staff, one hospital staffed by qualified African nurses with subordinate staff, and one cottage hospital in the Highlands staffed by trained African nurses and subordinate staff. In Maseru there is a temporary hospital erected to accommodate returned soldiers from the African Pioneer Corps. This is, at present, also being used as an overflow for male patients from the Maseru Hospital. There is accommodation for 321 African and thirteen European patients in the Government hospitals. At each district dispensary clinics are conducted daily by the Medical Officer in charge. Prescriptions are dispensed by African dispensers. There are three sub-dispensaries which are visited weekly by a Medical Officer.

There is no mental asylum in Basutoland, and in the past arrangements have been made with the Union Government, for the accommodation of lunatics in asylums in the Union. A daily charge of 2s. 6d. was paid by the Basutoland Government for each patient. Owing to the acute congestion of these institutions in the Union, no further Basutoland cases could be admitted, and a temporary mental centre was constructed at Mohale's Hoek in 1943, attached to the gaol to accommodate thirty-five persons. This was enlarged to take fifty persons in 1945.

This centre is in charge of the Medical Officer, who has the services of a European supervisor. Only dangerous lunatics are admitted, and no specialised treatment is given. In 1946 the total number treated was seventy-four. There were forty-six new admissions, twenty-one releases and four deaths.

There are three Mission hospitals situated at Roma, Morija and Ntaote's, with forty, twenty-eight and eighteen beds respectively. Since April, 1945, these hospitals have been subsidised by the Government according to the number of beds, trained European nurses, trained African nurses, African probationers in training, cost of drugs and doctor's salary. In 1945 the sum of £947 was paid to them and £884 in 1946. In addition to the subsidy to the hospital at Ntaote's, which is in the centre of the mountain area, a sum of £200 is paid to the doctor for services rendered to Government servants, and for doing medico-legal work. The Scott Hospital at Morija is also paid a sum of £50 per annum for services rendered to Government officials stationed there.

In March, 1946, Dr. Hardegger, who is in charge of the hospital at Ntaote's, went to Europe on leave, and no locum tenens has been found to replace her. The trained sisters are running the hospital in her absence. The same thing applies to Roma Hospital, where Dr. Blais was employed. He retired to Canada in May, 1946, and has not been replaced so far.

The following are the number of patients treated at Government and Mission hospitals during 1946:—

	<i>In- Patients</i>	<i>Dispensary Attendances</i>	<i>Injection for Syphilis</i>	<i>Total</i>
Government Hospitals .	6,285	158,042	31,085	195,412
Mission Hospitals .	1,340	25,526	5,417	32,283

During the year 1946, 6,285 patients were treated in Government hospitals, compared with 3,298 in 1936. In addition, 3,779 operations were performed (862 major), compared with 2,213 in 1936 (704 major).

The necessity of building new hospitals in various parts of the country and extending present ones has been stressed during past years, and an extensive programme of construction and expansion has been drawn up, but, owing to financial reasons, the programme has had to be severely curtailed or postponed. Provision is, however, being made for the improvement to existing hospitals, and it is hoped that a new hospital and dispensary may be built at Teyateyaneng in the near future.

### *Public Health.*

(a) *Epidemic and General Diseases.* There were no major epidemics during the year 1946. There were twenty-two cases of typhus fever seen in the Territory, of which twelve were in the Leribe district. The mortality rate for typhus was 23 per cent.

The prevention of typhus is carried out by general disinfection with D.D.T. powder, and in certain villages that are badly affected, with inoculation by alum-precipitated anti-typhus vaccine.

Typhoid fever (583 cases) occurred seasonably after the onset of summer rains, and usually originates from drinking storm-collected water in dams and sloods. The mortality rate for typhoid was 10 per cent.

The protection of village springs has undoubtedly reduced the prevalence of the disease. The immunisation with injections of T.A.B. vaccine has been carried out in the various districts in which an epidemic had broken out.

(b) *Tuberculosis* (884 cases) shows an increase from 1945, when there were 670 cases. Of this number 537 cases were pulmonary. The mortality rate was 4 per cent.

There are no institutions for the treatment of tuberculosis in Basutoland, and all cases needing hospitalisation are treated in the general hospitals.

Pallagra (2,579 cases) has steadily increased during the last twelve years. Other cases of avitaminosis number 699. The knowledge of diseases has increased greatly in the last ten years, and it is true that many of those cases would not have been detected ten years ago.

The majority of these cases are found in the lowlands, where shop-bought white maize meal is the staple diet, whereas the mountain population consume a large amount of wheat. Food yeast has been used during

the latter part of 1946 in our dispensaries, with very good results. Protein deficiency is noticed mostly amongst children in the form of nutritional oedema, which yields to treatment with hydrolysed protein. It unfortunately is impossible to obtain any supplies of this substance at present.

Veneral diseases do not vary much in number from year to year, and in 1946 the number seen in the dispensaries were: syphilis, primary, 270; secondary, 3,517; tertiary, 2,098; hereditary, 1,273; and gonorrhoea, 1,970.

#### *Food Supplies.*

Generally during the last seven years the crops have been poor, owing to drought, which has been most marked since 1944. The cost of food has increased, but there seems to have been more money in circulation.

The number of vegetable gardens throughout the country is increasing, but the results vary a great deal in the different areas, depending on the availability of water.

#### *Water Supplies.*

The protection of village water supplies has been continued during the war period, and since 1939, 453 springs have been dealt with.

Sanitation generally is primitive. Some of the hospitals are provided with water-borne sewage, and there are a limited number of houses in Maseru provided with these facilities.

At Matsieng, which is the Paramount Chief's village, water-borne sewage has been installed in the Chief's house, as well as a communal lavatory for the villagers and people attending at courts.

At all Government stations the disposal of sewage is done by the bucket system. The general native population in villages do not have any conveniences.

#### *The Botsabelo Leper Settlement.*

The Leper Settlement, which is four miles from Maseru, falls under the Medical Department for General Administration, though it has a separate departmental vote. It is staffed by a Medical Superintendent, Medical Officer, European Matron and Sister, two African-trained nurses, with a European staff of clerk, compound manager, farm bailiff and artisan. There is a large African staff, comprising office clerks, dispensers, guards, mechanics and casual labourers. Since 1940 the Superintendent has been doing the medical work in addition to his own duties to relieve the Medical Officer for war service.

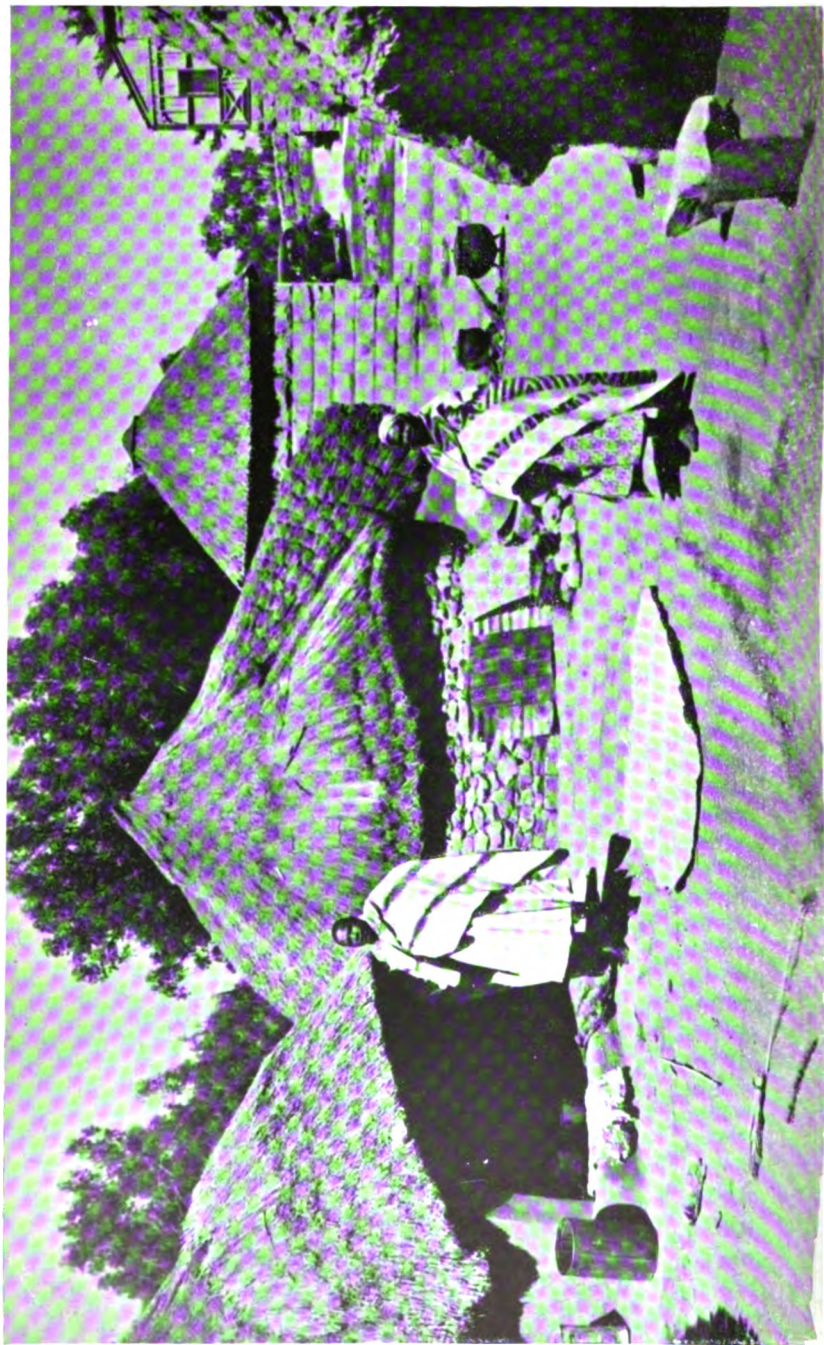
The number of leper patients on 31st December, 1946, was 685. The population of the settlement during the last eight years has averaged about 700.

The following table shows the addition and losses during the year 1946:—

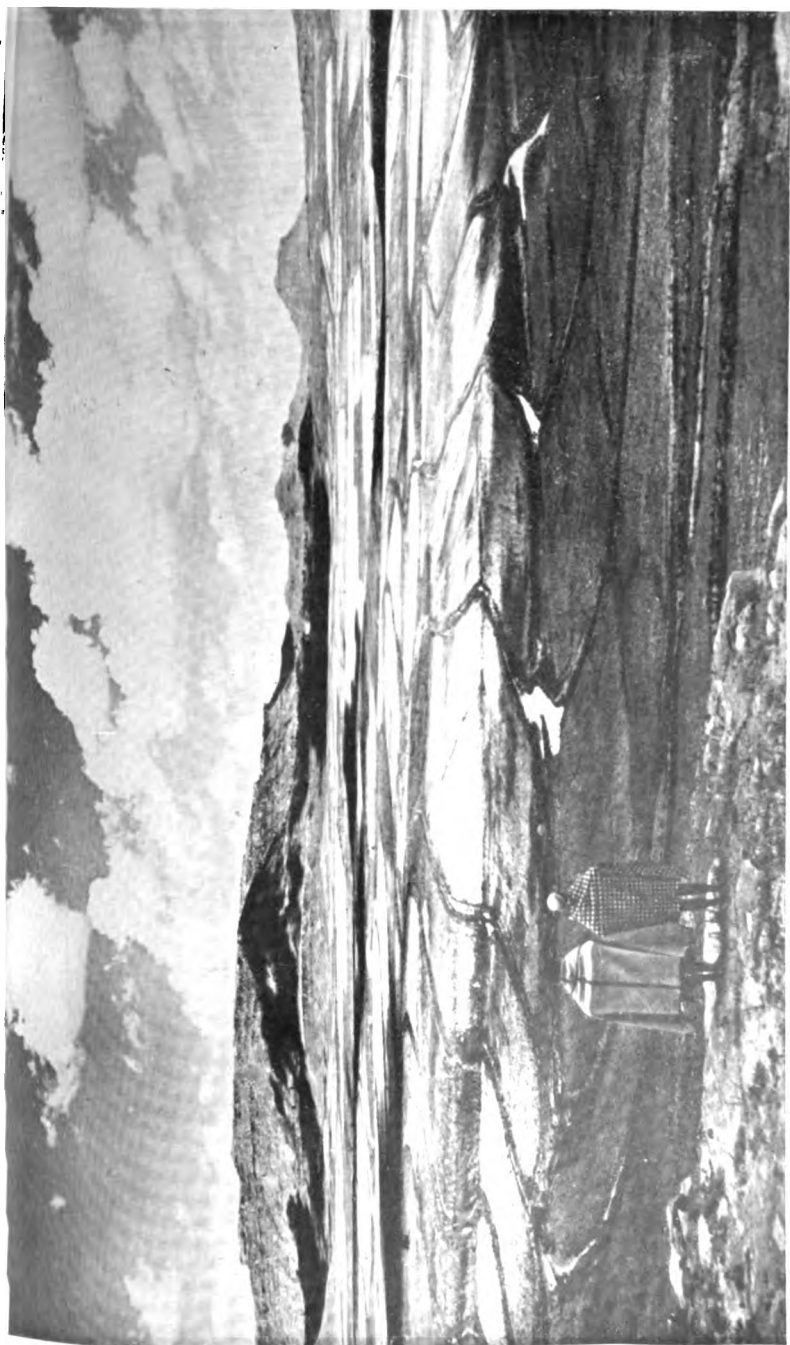
<i>Additions</i>				
New cases admitted	.	.	.	86
Recurrent cases readmitted	.	.	.	41
Deserters readmitted	.	.	.	8
Total additions				<hr/> 135 <hr/>



REGENT MANTSEBO SEEISO, AFTER SHE HAD RECEIVED THE O.B.E. FROM THE  
KING



A NATIVE VILLAGE. FROM BUILDING MUD HUTS, THE BASUTO ARE LEARNING TO BUILD WITH SANDSTONE



SAVING THE SOIL. A GENERAL VIEW OF THE SYSTEM OF CONTOUR FURROWS IN ONE OF THE MOUNTAIN VALLEYS



FAMILY LIFE. NOTE CURIOUS MIXTURE OF NATIVE BLANKET WITH EUROPEAN SOCKS AND GYM SHOES

*Losses*

Discharge of arrested cases	.	.	.	55
Deaths	.	.	.	57
Desertions	.	.	.	13
				<hr/>
Total losses	.	.	.	125
				<hr/>

There are eight leprosy inspectors, divided amongst the various districts, who travel to and fro inspecting the villages for likely cases of leprosy. The majority of new cases are detected by them.

It has not been possible to carry out regional surveys of the country by a Medical Officer during the last eight years, on account of the shortage of staff.

Lepers who are not acutely infectious are given periodic leave to go to their homes. They are conveyed to the nearest district station from their home by a motor bus, which does the journey every second month to the various stations. This helps in keeping the patients content and breaks the monotony of the long stay in the asylum. The number of desertions has greatly decreased since this privilege was granted to the patients.

Patients who can perform manual labour are encouraged to undertake some occupation such as farming, chicken-breeding, weaving, etc. Farm produce is bought from them and used on the settlement. Fortnightly cinema shows are given to the patients.

*Military Pensions Board, 1946.*

The Military Pensions Board (whose history is more fully given in Section 2 of Appendix I) was established in September, 1942, to consider applications for pensions to disabled soldiers or to the dependants of deceased soldiers of the African Auxiliary Pioneer Corps, later called the African Pioneer Corps. First applications, amounting to 455, were considered during the course of the year, and 669 re-examinations were made.

It was anticipated that as the year drew to a close the number of applications for pensions would become negligible. This expectation has not, in fact, been realised, since a constant stream of men continues to come in for examination. This is possibly due to the fact that while the men still had savings in the Savings Bank they did not bother to come forward. It is the policy of the Board to finalise all cases as soon as the disability is considered permanent, and in any case within five years of discharge, as laid down in the Pensions Act. It is therefore reasonable to assume that during the ensuing year the number of re-examinations will decrease considerably.

## 3. HOUSING

There are no factories or industrial undertakings in Basutoland, and the problem of the proper accommodation of workers has therefore not arisen.

The Basuto live in small scattered villages under tribal authority, and their huts are on the whole healthy, if primitive. These huts are built of

stone or of sods, with a mud floor and thatch roof. A young man wishing to build asks his Chief or Headman for a site, and thereafter enters into contracts with semi-skilled Basuto for building the walls and for the thatching of the roof. The hut on completion belongs to the man, but should he leave the village the hut reverts to the Chief, who may allocate it to some other person, but at no charge. The original owner, however, is allowed to remove the doors and windows if he so desires.

The more wealthy Basuto build stone or brick houses, purchasing stock-sized glazed windows and doors, and roofing the dwelling with corrugated iron. The Basuto people fully appreciate the advantage of more and larger windows in their houses, and four and six light casement windows are now sold in large numbers in the Territory.

The average number of persons to each hut occupied was 2.35 in 1936, but although a census was taken in 1946, the comparative figures for that year are not yet available.

As the villages are small and under tribal authority, Government does not enforce sanitary laws except at District Headquarters and at Maseru, where a European Sanitation Officer is stationed.

The small European population consists for the most part of Civil Servants, missionaries and traders, and is as a rule well housed in buildings of cut stone or brick. The shortage of houses in Maseru has, however, become acute, due to expansion in Government Departments and in commercial enterprises in the township.

#### 4(a) SOLDIERS' WELFARE

On 31st March, 1946, the African Pioneer Corps Welfare Organisation closed down, and Mr. Guise-Williams, an ex-Provincial Commissioner from Tanganyika, took over the duties of Civil Welfare Officer, combining them with his duties as Chairman of the Pensions Board.

The more important duties of the Welfare Officer, besides being Chairman of the Pensions Board, are that he is Chairman of the Executive Committee of the Basuto Soldiers Benefit Fund, and a member of the Discharged Soldiers European Demobilisation Committee.

##### *Soldiers Benefit Fund.*

This fund was established out of contributions from—

	£	s.	d.
Basutoland War Levy . . . . .	14,000	0	0
Governor General's War Fund . . . . .	5,600	0	0
P.R.I. Funds from Middle East . . . . .	4,393	14	4
	<hr/>		
	£23,993	14	4

(N.B.—A further £877 14s. 5d. from P.R.I. Funds, Middle East, was received by Treasury in January, 1947.)

The inaugural meeting of the Executive Committee of this Fund was held on 29th August, 1946, and the second meeting on 17th December, 1946. Approximately 100 applications in all were considered, and assistance granted in approximately fifty cases. In only one case the grant was for re-establishment in pre-war occupation. The remaining grants

being Education Bursary Grants and grants for maintenance while attending school. District Commissioners are authorised to grant immediate assistance up to £2 per month per person. During the year the District Commissioner, Maseru, awarded assistance under this scheme to three ex-soldiers, the total sum paid being £14 10s. for assistance while attending school. (N.B.—This figure is included in Education Bursaries and Maintenance below.)

Actual expenditure to 31st December, 1946, was £462 17s. 7d., made up as follows:—

	£	s.	d.
Education Bursaries and Maintenance .	447	19	1
Bank Charges . . . . .		6	6
Travelling Expenses Executive Members	14	12	0
	<hr/>		
	£462	17	7

The Discharged Soldiers Demobilisation Committee investigated and forwarded twenty applications from Europeans for assistance to the Chairman of D.S.D.C., Ladybrand, for consideration.

Other functions of the department have been (a) to assist ex-soldiers to obtain employment. In all 600 ex-soldiers were interviewed and given assistance in this connection. It is not possible to state actual numbers of those for whom employment was found, because after a man leaves he seldom returns to say whether or not he has been employed. It is considered, however, that at least 50 per cent. of the men were successfully placed. All Government Departments and traders have co-operated in giving ex-soldiers preference. (b) To take up matters concerning clothing allowance and pay.

#### *African Staff.*

Under the African Pioneer Corps Welfare Organisation an African clerk was employed in each District. These clerks continued to serve until 31st October, 1946. Now all district welfare matters are dealt with by District Commissioners through the Chiefs. Two African clerks are employed at the Welfare Office.

#### *Future of Welfare Department.*

As the quasi-military work of the Welfare Officer decreases it is hoped to extend the activities of the Department to embrace more General Welfare work in the Territory—e.g., the control of wayfarer guides and pathfinders, the formation of agricultural clubs, choral and debating societies, etc.

### 4(b) SOCIAL WELFARE

Social Welfare work is not yet carried out in an organised or co-ordinated way in the Territory. Youth movements, such as Scouts and Guides, Homemakers and kindred associations, depend for their success on the efforts of a few devoted voluntary workers, European and Basuto, and receive little or no financial assistance from public funds. As the Basuto live in small scattered village communities, and there are no towns

or large industrial undertakings where workers of the poorer class are concentrated, there are no slums and no problems arising out of urban conditions such as exist in the Union. Owing, however, to the number of Basuto who go to work in the Union and acquire a taste for town life, there is an increasing tendency for Basuto to drift to the large towns of the Union, and there is great need for the provision of more amenities in the villages to make village life more attractive.

To this end it was proposed to use part of the unexpended balance of the war levy for the erection of community halls in a few of the larger centres of the population. The Basutoland Council rejected this proposal, but the matter is still under discussion with the Paramount Chief. The provision of community halls would help to combat the exodus of young men to the Union by helping to develop the country through the spread of education. It is hoped to provide libraries and to hold debates and lectures in these halls. A start has been made by building a community hall in Maseru. This was made possible by a generous gift from Messrs Frasers, Ltd., a prominent commercial firm carrying on business in the Territory, who have donated the money for this purpose. This hall has been dedicated as a memorial to the Basuto soldiers who lost their lives in the war. A local resident, Mrs. C. L. Collier, also donated the cost of a library, which is being built next to the Memorial Hall.

The Controlling Authorities of the Chamber of Mines Deferred Pay Interest Fund made a grant of £1,500 towards the cost of building recreation halls in the Territory.

## Chapter VIII: List of the More Important Legislation of the Year 1946

1. Proclamation No. 6 of 1946—the Basutoland Uranium and Thorium Control Proclamation—which vests in the Crown the sole right to search for or mine or export any of these substances. The purpose of this proclamation is to provide machinery for the control of these substances, which are of supreme importance in the production of atomic energy.

2. Proclamation No. 11 of 1946—the Basutoland National Treasury Proclamation and the financial Regulations for such Treasury, published in High Commissioner's Notice No. 50 of 1946—which established the Basuto National Treasury and laid down the manner in which its functions are to be carried out.

3. Proclamation No. 17 of 1946—the Basutoland Motor Vehicle Insurance Proclamation—which makes provision for compulsory third-party insurance throughout the Territory from a date to be fixed by the High Commissioner in the *Gazette*. There will be reciprocity between the Union and Basutoland in respect of this insurance which will do much to improve motoring conditions in Basutoland.

4. Proclamation No. 50 of 1946—the Basutoland Provident Fund Proclamation—which provides for the establishment, as from 1st April, 1947, of a Provident Fund for the benefit of those Government officials who are not entitled to pensions.

# Chapter IX: Justice, Police and Prisons

## (1) JUSTICE

The laws in force in Basutoland include those of the Cape of Good Hope up to 18th March, 1884, except where repealed or altered by proclamation of the High Commissioner, who is empowered to make by proclamation such laws as may be necessary for the peace, order and good government of the Territory. Accordingly, the common law of the Territory is Roman-Dutch common law, supplemented by statute law, which is often based on that of the Union of South Africa. The Criminal Procedure and Evidence Proclamation is based on the South African Criminal Procedure and Evidence Act, which is derived from English criminal law. Native law and custom, in so far as it is not repugnant to the principles of justice and morality, or the laws of the Territory, is also in force.

The Basutoland Courts of Law consist of:—

(1) *The High Court*, which constitutes the Supreme Court of Basutoland, from which an appeal lies to the Privy Council. This court, which superseded the Court of the Resident Commissioner, was constituted under Proclamation 57 of 1938. It is presided over by the Judge of the High Commission Territories, and has jurisdiction in all cases, both civil and criminal, which arise in the Territory. The High Court is also a Court of Appeal from all Subordinate Courts, and has full powers of review in respect of all proceedings of Subordinate Courts. When the High Court is not in session these powers are vested in the Judge. At any trial the Judge has the power to call for one or two Administrative Officers as assessors and one or more Native assessors to assist him, but the decision is vested exclusively in the Judge.

(2) *Subordinate Courts of the First, Second, and Third Class* were set up under Proclamation 58 of 1938, with powers as follows:—

*Criminal. (a) First Class.* Presided over by a District Officer. Can impose sentences with or without the option of a fine up to a maximum of two years' imprisonment with hard labour or a fine of £100. In certain cases a whipping not exceeding fifteen strokes with a cane may be imposed.

*(b) Second Class.* Are courts of an Assistant District Officer. The maximum sentence is imprisonment with hard labour for one year or a fine not exceeding £50. A whipping not exceeding eight strokes may be imposed in certain cases.

*(c) Third Class.* Are courts of an Assistant District Officer (cadet), with maximum jurisdiction limited to six months' imprisonment with hard labour or a fine of £10.

These courts have no jurisdiction to try as Courts of First Instance any person charged with treason, murder, rape or sedition. A preparatory examination is held, and the record transmitted to the Attorney-General, who may decide *inter alia*:—

- (1) Not to indict the accused.
- (2) To indict the accused before the High Court.
- (3) To remit the case to the District Commissioner for trial with or without increased jurisdiction.

- (4) To remit the case to the District Commissioner for the hearing of further evidence.

*Civil.* In civil cases Subordinate Courts of the First Class have jurisdiction in all actions where both parties are natives and in all other actions where the claim or value of the matter in dispute does not exceed £500, and of the Second Class where the matter in dispute does not exceed £250. Subordinate Courts of the Third Class have no civil jurisdiction.

*Criminal Procedure* in use in Subordinate Courts is laid down in the Criminal Procedure and Evidence Proclamation No. 59 of 1938, and civil procedure is laid down in the Subordinate Courts Proclamation No. 58 of 1938 and in the rules issued thereunder and promulgated in High Commissioner's Notice No. 111 of 1943.

(3) *The Judicial Commissioner's Court* established by Proclamation 16 of 1944 to hear civil appeals from the Court of the Paramount Chief. This court is the final court of appeal for matters decided according to native law and custom, and appeals from this court to the High Court can only be made with the permission of either the High Court or the Judicial Commissioner.

(4) *Native Courts* were formally recognised and given special powers and jurisdiction under Proclamation 62 of 1938. These courts are established by a warrant issued by the Resident Commissioner with the approval of the High Commissioner, and may exercise civil and criminal jurisdiction to the extent set out in their warrants. They have no jurisdiction over any parties other than natives as defined in the General Interpretation Proclamation (No. 12 of 1942). They deal mainly with offences against native law and custom and infringements of the Paramount Chief's orders, or those of Chiefs and sub-Chiefs, and with civil disputes. District Officers have access to Native Courts and the right to examine case records with powers of revision in the event of a miscarriage of justice.

The Paramount Chief's Court is a Court of Appeal from the Courts of War Chiefs. Any person aggrieved by a decision of this court may appeal to a Subordinate Court of the First Class in criminal matters and to the Court of the Judicial Commissioner in civil cases.

When the National Treasury was inaugurated on 1st April, 1946, Native Courts were considerably reduced in number. Courts are now distributed in proportion to the population and are graded according to the number of taxpayers they serve. Thus a Ward Chief will have an "A" Court and a Chief of a smaller area may have a "B" Court. Under the old system the fines received from the courts were taken by the Chiefs as a perquisite of their position, a practice which was obviously open to abuse, for as in mediæval England "*justitia magnum emolumentum est*". With the inauguration of the National Treasury, however, all fines are paid into the National Treasury revenue. The Chiefs now receive fixed salaries, and their courts are presided over by Presidents, and have other officials to assist them who are all paid from National Treasury Funds. There is no doubt that the reduction of Native Courts from over 1,300 to about 130 has resulted in a more efficient and equitable system of justice.

Headman's Courts have now been reduced to courts of arbitration, and have no judicial powers.

## (2) POLICE

*Administration.*

The Resident Commissioner is Commandant of the Basutoland Mounted Police, but the departmental head is the Commissioner of Police and Prisons. The former Commissioner of Police and Prisons retired in June, and was succeeded by Major C. H. F. Apthorp of the Colonial Police Service, who has had many years' experience on the West Coast of Africa.

Each Police Division is in charge of a Superintendent of Police stationed at Divisional headquarters, and responsible to the Commissioner of Police and Prisons for all police and prison work in the Division.

An Assistant Superintendent is stationed at each of the stations contained within a Police Division. He is responsible to the Superintendent for all the police and prison work of his sub-Division.

All non-commissioned ranks are recruited from among the natives of the Territory.

The following table shows the establishment and the actual strength of the Force as on 31st December, 1946:—

*European Staff*

<i>Ranks</i>	<i>Establishment</i>	<i>Strength</i>
Commissioner . . . .	1	1
Superintendents . . . .	4	4
Assistant Superintendents . . . .	5	5
Warrant-Officer . . . .	1	1
Lady Clerk . . . .	1	—
<b>Total . . . .</b>	<b>12</b>	<b>11</b>

*African Staff*

Sergeant-Major . . . .	1	—
Staff Sergeants . . . .	5	4
Sergeants . . . .	14	12
Corporals . . . .	20	20
Lance-Corporals . . . .	—	7
Troopers . . . .	250	244
Saddlers . . . .	2	2
<b>Total . . . .</b>	<b>292</b>	<b>289</b>

*Depot.*

The Police Training School is under the supervision of an Assistant Superintendent. The school has been moved to the site formerly occupied by the African Pioneer Corps at Walker's Camp. The men are accommodated under canvas, and use is being made of the temporary structures left by the African Pioneer Corps pending the erection of the permanent buildings of the training school.

Thirty-nine recruits received training during the year, and of that

number thirty-five were passed out as efficient and posted to Divisions for police work, four were discharged for various reasons, and thirty-five remained to complete their training. Seventeen trained policemen underwent refresher courses during the year.

### *Criminal Investigation Division and Records Bureau.*

A Warrant-Officer with fourteen years previous service in the South African Police was appointed on 1st March, 1946. He was posted to form the nucleus of a Criminal Investigation Division. This officer was graded up to the commissioned rank of Assistant Superintendent of Police with effect from 1st December, 1946, and for the present he is in command of the Criminal Investigation Division.

It is hoped to establish a Criminal Record Bureau under the supervision of the officer-in-charge of the C.I.D., with facilities provided for the taking, classification and filing of finger-prints and for the preparation of plans and maps in connection with High Court cases. It will also deal with the operation of photographic and other equipment.

### *Establishment and Strength.*

During the year 1946 a considerable amount of work has been done to produce plans for re-organisation and the provision of an adequate establishment. Brigadier A. S. Mavrogordato, O.B.E., inspected the Basutoland Mounted Police in June and compiled a confidential report. Certain recommendations of the Report are in the course of being implemented.

### *Work of the Police.*

(1) *Patrolling.* Patrolling of the rural area is an important police duty, and there is nothing better calculated to prevent and detect crime. The Territory was effectively patrolled during the year. 120,914 miles were covered by 8,398 members of the rank and file on 7,093 patrols which were sent out.

(2) *Border Posts.* There are thirty-five border posts manned by an average of two to three men each. Approximately one third of the African establishment of the force manned these posts. They are occupied with normal police duties and work connected with Customs, and they assist the District Administration in various ways.

### *Crime.*

The following table shows the number of convictions for various crimes and offences during the last eight years:—

<i>Nature of Crime</i>	1939	1940	1941	1942	1943	1944	1945	1946
<i>In Magisterial Courts</i>								
Offences against the person . . . . .	191	254	166	320	237	259	298	485
Offences against property . . . . .	217	201	239	324	277	314	433	594
Offences against liquor laws . . . . .	38	56	42	20	28	26	44	61
Other crimes . . . . .	1,153	1,190	871	739	830	697	824	834

<i>Nature of Crime</i>	1939	1940	1941	1942	1943	1944	1945	1946
<i>In Superior Court</i>								
Murder . . . . .	4	6	4	12	7	22	5	8
Culpable homicide . . . . .	33	20	11	14	—	11	12	21
Attempted murder . . . . .	1	2	1	1	—	4	2	—
Rape . . . . .	3	3	—	—	—	—	2	4
Other offences against the person . . . . .	3	2	1	3	—	4	—	8
Offences against property with violence to the person . . . . .	—	—	—	—	—	—	—	—
Other offences against property . . . . .	2	8	—	1	—	—	—	—
Public violence . . . . .	—	—	—	—	—	—	—	—
Other crimes . . . . .	1	3	—	5	—	—	—	—
<b>Totals</b>	<b>1,646</b>	<b>1,745</b>	<b>1,325</b>	<b>1,439</b>	<b>1,379</b>	<b>1,337</b>	<b>1,620</b>	<b>2,015</b>

The figures for the war years show for the most part a decrease in comparison with the number of convictions obtained during 1946.

This decrease is attributed to the following factors :—

- (a) Approximately 20,000 Basuto left the Territory on active service. They received good pay, and their dependants regular allowances. The free circulation of money tended to remove the causes of theft and kindred offences. The absence of a comparatively large number of young male inhabitants from Basutoland contributed towards the reduction in the incidence of crime.
- (b) A large proportion of trained African rank-and-file and European officers of the Basutoland Mounted Police were on active service. During this period the African other ranks were replaced by temporary personnel. In the circumstances the lack of adequate European supervision and the shortage of trained policemen adversely affected the proper functioning of the Force.

The increase of crime during the year under review may therefore be attributed to :—

- (a) The return of the members of the Services to civilian occupations in the Territory ;
- (b) The cessation of Service pay and allowances ;
- (c) The high cost of living and scarcity of essential commodities, and
- (d) The re-organisation and bringing up to strength of the force with resulting increase in police activity.

### (3) PRISONS

**Administration.** The prisons are controlled by the Commissioner of Police and Prisons acting through the Superintendents and Assistant Superintendents in each Division or sub-Division. During the current year a new post of Superintendent of Prisons has been created. It is intended in the near future that the police and prisons services should become separate departments, and at such time the Superintendent of Prisons will be vested with the administration of all prisons subject to the directions of the Resident Commissioner. Each prison is in charge of a gaoler subordinate to the police officer. In all except two cases these

gaolers are native officials. At Maseru and Leribe, however, the prisons are in charge of European gaolers. The subjoined table shows the strength of the prison staff on 31st December, 1946.

Prison	European Gaolers	Gaolers		Native Staff		Total
		Class 1	Class 2	Warders	Female Warders	
LERIBE . . .	1	—	2	8	—	11
BUTHA BUTHE . .	—	1	—	4	—	5
MASERU . . .	1	1	—	17	3	22
TEYATEYANENG . .	—	1	—	4	—	5
MAFETENG . . .	—	—	1	5	—	6
MOHALE'S HOEK . .	—	—	1	5	—	6
QUTHING . . .	—	—	1	3	—	4
QACHA'S NEK . . .	—	—	1	4	—	5
MOKHOTLONG . . .	—	—	1	2	—	3
Totals . . .	2	3	7	52	3	67

There is, however, provision for five more Class 1 and three more Class 2 gaolers, as well as a female gaoler, when persons suitable for promotion are found.

**Buildings.** All prison buildings are of stone, with iron roofs and cement or stone floors; the inmates are supplied with bed-boards or sisal sleeping-mats. Cells are usually built to accommodate eight to ten prisoners, and in some prisons a small cell is provided for refractory prisoners or lunatics, or for occasional European prisoners. Each prison has an exercise yard and an outdoor cold shower-bath. From time to time the difficulty of overcrowding is experienced in various prisons, and in some cases the overflow of prisoners have had to be housed outside the prisons in tents. An urgent need is felt for a new central prison of a more modern design. No special accommodation exists in the district prisons for females or Europeans, and they are usually transferred to Maseru.

**Health.** The standard of health generally is good. The daily average of prisoners on the sick list during the year was 24.98. There were two deaths during the year apart from four judicial hangings. All prisoners are examined on admission by the Station Medical Officer who also makes regular visits of inspection to the prison. Prisoners reporting sick are taken to the Government dispensary for examination and treatment. If hospital treatment is necessary they are admitted to the Government hospital. No separate prison medical service exists, and there is no accommodation for sick persons in the prisons.

**Discipline.** During the year conduct on the whole has been satisfactory. Nine prisoners escaped of whom six were recaptured.

**Labour.** Prison labour has been used for stone- and gravel-quarrying, road-repairing, cleaning streets and camps, grave-digging and burials, sanitary work, cleaning and gardening at Government hospitals and houses of Government officials. In the Districts most of the loading and unloading of Government stores is done by prisoners and fodder is carted by them. At Maseru a small mat-making industry is in operation. It is not possible to introduce such industries in the district prisons owing to the shortage of staff and accommodation.

**Remission.** Good-conduct remission of one-third on all sentences over

one month may be granted, and persons serving a sentence of two years or more may be released, and granted a licence to be at large for the period of the remission earned.

*Religious Facilities.* No resident chaplains are attached to the prisons, but visits by ministers of any religion to prisoners of their own denomination are allowed and encouraged. Voluntary services are held by ordained or lay ministers in each prison on Sundays.

*Statistics.* During 1946, 2,724 persons were admitted to prison in the Territory, of whom 1,742 were committed to penal imprisonment. Comparative figures for 1945 were 2,257 and 1,357, respectively. The daily average of persons in prison was 517·88 as compared with 421·28 in the previous year.

## Chapter X: Public Works

### (A) BUILDINGS

During the year building construction continued to be difficult, owing to shortage of materials and skilled labour.

The Basuto National Treasury came into being on 1st April, 1946. The main National Treasury Office at Matsieng is a handsome building in sandstone costing £1,800; and National Treasury Offices at the nine District headquarters were ready for occupation by that date.

Fifty-three African staff quarters distributed at all administrative centres were completed during the year. These houses are constructed in burnt brick or concrete blocks with corrugated-iron roofs. Two are six-roomed, for senior African national officials, the majority have five rooms, and the remainder four rooms.

Five European staff quarters were completed in Maseru and one in Leribe during the year, and a rest house was built at Matsieng.

In addition five more houses are under construction.

A Public Works Department office-building was constructed in Maseru, as also a dispensary building from sectional Army huts. An office building was purchased in Maseru for the Education Department.

In the districts, additions to the African Mental Detention centre at Mohale's Hoek were completed, and a small office building for the Agricultural Department was built at Mafeteng.

African teachers' quarters were built at Matsieng Intermediate School, and at the High School in Maseru, police stables were erected at Mohale's Hoek, and a few other small buildings were put up throughout the Territory.

It is worthy of notice that among non-Government building work under construction are: (a) a fine community hall for Africans in Maseru. This is the gift of Messrs Frasers, Ltd.; (b) Mrs. C. L. Collier is donating a handsome library for the African community, and a start has been made on its construction; (c) Mr. E. H. Stephens, O.B.E., has made a gift of a fine library to the European community of Maseru.

### (B) PUBLIC UTILITIES

The water supplies in Maseru and the other District centres are owned and operated by Government. Its institutions, hospitals, gaols, police

camps and its African and European staff represent by far the largest consumers. During 1946 a grant for £45,500 under the Colonial Development and Welfare Act was approved for the augmentation of the Maseru water supply on conditions to be decided upon in three years time. Similarly, a first instalment for a free grant to provide funds to augment the water supplies of District Headquarters was approved.

The only electricity supply in the Territory is at Maseru. Here the undertaking which supplies electricity to the township and the Leper Settlement four miles distant is owned and operated by the firm of Reunert & Lenz, engineers, of Johannesburg. This firm has a fifteen-year concession due to expire in March, 1948. The future of the undertaking is now being considered closely, as the present concessionaries do not wish to extend their control for a further period.

## Chapter XI: Communications and Transport

### RAILWAYS

The Territory is linked with the railway system of the Union of South Africa by a short branch line from Maseru to Marseilles on the Bloemfontein-Natal main line. One mile of this line is in Basutoland. The South African railway runs near the boundaries of the Territory, and goods are transported by road to the nearest railway station across the border.

The Road Motor Transport Department of the South African Railways have continued their regular services between Fouriesburg and Butha Buthe, Zastron and Quthing, Zastron and Mohale's Hoek, and Quthing and Sebapala.

### ROADS

The greater part of Basutoland is very mountainous, and in this area all transport is effected by the use of pack-animals.

On the western side of Basutoland there is a strip of agricultural country from north to south in which a fairly good road system has been developed. The main roads traverse the whole of this area, with branches leading west to the principal points of exit. Nearly all the roads are gravelled and carry motor and ox-wagon traffic in all weather. There are, however, a number of unbridged rivers and streams which, during flood periods, may delay travellers for some hours.

From the main roads a number of feeder roads lead towards the interior. By-roads to trading-centres and missions start from these feeder roads and penetrate still farther into the interior. Although several roads now cross the first range of mountains, none has yet reached the second range. Feeder roads are maintained by the Government, and during this year a certain amount of gravelling has been carried out and particular care taken to improve drainage at the same time.

The by-roads are in some instances unsuitable for any type of traffic except ox-wagons. They are maintained by traders and others to whose stations they lead, and annual Government grants are made towards their upkeep.

On the eastern side of Basutoland, in the Qacha's Nek district, a short

road system, similar to that described above, exists, and the standard reached is much the same as that on the western side of the Territory.

During the year a low-level bridge was completed over the Silver Spruit in the Quthing District. The piers for two low-level bridges across the Sand and Poplar Spruits in the Leribe District were built, but owing to a shortage of cement the decking could not be completed. A number of concrete pipe culverts have been installed.

The funds allocated are tabulated below :—

	<i>Construction Work</i>	<i>Maintenance</i>
1946-47 . . .	£4,000	£28,700

The following is a classification of the roads in the Territory :—

GRAVEL : 320 miles main road and 72 miles feeder road.

EARTH : 40 miles main road and 70 miles feeder road.

#### BRIDLE-PATHS

During 1946 35 miles of new bridle-path was constructed—i.e., the path from the Ntaote-Mashai path towards Matsaili and the path from Mpharane to Ketane Falls. After April no further construction work was done.

During this year the opportunity has been taken to re-organise after the difficult war period, and a careful count has been made of all tools and equipment, spread as it is throughout the large mountain areas.

Maintenance was carried out, at an approximate cost of £11,000.

## PART III

### Chapter I: Geography and Climate

#### (A) PHYSICAL CHARACTERISTICS

The Colony of Basutoland is an enclave within the Dominion of the Union of South Africa, its boundaries running with those of Natal Province to the east, Cape Province to the south, and the Orange Free State to the north and west. It comprises an area of 11,716 square miles, of which about one-quarter in the west is lowland country varying in height above sea level from 5,000 to 6,000 feet, the remaining three-quarters being highlands rising to a height of 11,000 feet in the Drakensberg Range, which forms the eastern boundary with Natal. The mountain ranges run from north to south, and those in the central area, named the Maluti, are spurs of the main Drakensberg Range, which they join in the north, forming a high plateau varying in height from 9,000 to 10,500 feet. It is this area, where some of the largest rivers of the Union, the Orange, the Caledon and the Tugela, have their sources, that has caused Basutoland to be called the "sponge" of South Africa.

The soils in the mountain areas are of basaltic origin, while those in the lowlands are derived mainly from the underlying cave sandstone. In the lowlands the soil has been cropped continuously for upwards of eighty years. Due to the absence of fuel, practically all of the cattle-manure is burnt, so that little or no organic matter is returned to the land; thus, with the increasing population, both human and livestock, excessive demands have been made on the soil which has lost its structure and has become subject to serious erosion. The soils in the mountains have been brought into cultivation comparatively recently, and are rich, though shallow. Owing to uncontrolled grazing, the areas situated above the arable land have, in many places, been denuded of the grass cover, and the rush of surface water from those denuded areas is causing serious gully erosion on the arable land situated below.

#### (B) CLIMATE AND RAINFALL

Rainfall is variable, and averages approximately 28 inches a year, over most of the country. The deciding factors from the agricultural point of view are whether the rain comes at intervals suited to the growth of the staple crops and whether it comes in the form of short and heavy storms, running to waste and eroding the soil, or in steady, soaking showers. In the lowlands temperatures vary from a maximum of 90 degrees or more in summer to a minimum that rarely drops below 20 degrees in winter; in the highlands the range is much wider and temperatures below zero are by no means unknown.

## Chapter II: Early History

The Basuto as a nation did not come into prominence until 1818, when Moshesh, a minor Chief of the Bakwena tribe in North Basutoland, gathered together the remnants of the various clans that had been scattered by the raids of the Zulu and Matabele.

The new nation went through many vicissitudes of fortune, first with the emigrant Boers of the Great Trek, and then with the British under General Cathcart in 1852. From 1856 until 1868 there was a series of wars with the Orange Free State burghers and, being hard pressed and having lost a large portion of his country (now known as "the Conquered Territory"), Moshesh sought the protection of the British Government. This was granted and carried into effect by Sir Philip Wodehouse, the Governor of the Cape, by a Proclamation dated 12th March, 1868.

It is interesting that, although Moshesh asked for British protection, the Basuto were received as British subjects, and not as protected subjects by the Proclamation of 1868, part of which reads:—

"Now therefore, I do hereby proclaim and declare that from and after publication hereof the said tribe of Basuto shall be taken to be British subjects, and the territory of the said tribe shall be taken to be British territory."

The country remained in a very unsettled condition until it was annexed to the Cape Colony by an Act of the Cape Legislature, No. 12 of 1871. The Act expressly declared that the Territory was not to be subject to the general laws of the Colony, and gave the Governor power to legislate for it by proclamation and to extend to it by proclamation any Cape Act not otherwise in force therein.

The people never took kindly to the Cape Colonial rule, and, after various disturbances, the Government of the Cape in 1880 extended to Basutoland the provisions of the Cape Peace Preservation Act of 1878, which included a clause for the general disarmament of the Basuto. They refused to accept the terms and, after a war lasting nearly a year, an agreement was arrived at under which the Act was repealed and certain fines were paid by the tribe.

Although outwardly peace was restored, there still remained several Chiefs who would not submit, and it was eventually decided by the Government of the Cape Colony to hand over the administration to the Imperial Government. This was effected by Order in Council of 2nd February, 1884, which was proclaimed and brought into force by Proclamation No. 75A of 18th March, 1884. This Proclamation defined the boundaries of the Territory and restored it to the direct control of the Queen through Her Majesty's High Commissioner for South Africa.

## Chapter III: Administration

### (A) CONSTITUTIONAL AND ADMINISTRATIVE

The Territory is governed by a Resident Commissioner under the direction of the High Commissioner for Basutoland, the Bechuanaland Protectorate and Swaziland, the latter possessing legislative authority,

which is exercised by proclamation promulgated in the Official Gazette. Until 1931 the office of the High Commissioner was held by the Governor-General of the Union of South Africa, but with the close of the Earl of Athlone's period of office the two posts were separated.

The executive posts of the Government, other than those of the Resident Commissioner and Government Secretary, are held by Heads of Departments and District Officers who are responsible to the Resident Commissioner for the good order and administration of their respective spheres. For administrative purposes the country is divided into nine Districts under District Commissioners: Butha Buthe, Leribe, Teyateyaneng, Maseru (the capital), Mafeteng, Mohale's Hoek, Quthing, Qacha's Nek and the mountain station of Mokhotlong. These districts are divided into chiefdoms and sub-chiefdoms presided over by the hereditary Chiefs and sub-Chiefs allied to the Moshesh family, who are responsible to the Paramount Chief in all matters relating to native law and custom.

Heads of Departments are the Financial Secretary, Director of Medical Services, Director of Livestock and Agricultural Services, Director of Education, Director of Public Works, Commissioner of Police and Prisons. In 1947 the Prisons Department will be separated from the Police Department and will come under the control of a Superintendent of the Prisons.

In addition, a Judicial Commissioner was appointed in 1943 to deal with civil appeals from the Paramount Chief's Court, and a Registrar and Master of the High Court was appointed in 1944. A Welfare Officer was also appointed in 1944 to look after the interests of soldiers and returned soldiers.

#### (B) NATIVE ADMINISTRATION

Basutoland is an African Territory without European settlers or land-owners, and is governed under the system of "indirect rule". The Basuto owe allegiance to a single Paramount Chief, under whom is a hierarchy of Chiefs, sub-Chiefs and Headmen, a number of whom trace their descent to Moshesh (1785-1870), the founder of the Basuto nation, and are styled "the Sons of Moshesh". This feudal aristocracy claimed and exercised considerable powers and privileges. An advisory body known as the Basutoland Council, constituted under Proclamation No. 7 of 1910, consisting of the Resident Commissioner as President, the Paramount Chief as Chief Counsellor, and ninety-nine Basuto members, ninety-four of whom are nominated by the Paramount Chief and five by the Resident Commissioner, meets once a year to discuss matters affecting the domestic affairs of the nation and express its opinion on any draft laws and proclamations that may be laid before it by the President. From the nature of its constitution, it has been representative of the chieftainship rather than of the people.

In recent years developments of some political importance have taken place. In 1938 a Native Administration and a Native Courts Proclamation were promulgated. The former recognised the Paramount Chief and his subordinate Chiefs as an integral part of the Government of the Territory, defined their powers and vested them with legal authority, while the latter extended similar recognition to the Basuto Courts and defined and extended their jurisdictions. Further developments were

delayed by the outbreak of war, until, in accordance with resolutions passed at the 1943 session of the Basutoland Council, a District Council was established as an advisory and consultative body in each of the nine Districts into which the country is divided for administrative purposes. These District Councils give the people a voice in the management of local and national affairs. The majority of the members are elected by popular vote at local *Pitsos* (assemblies), and two to five members of the Basutoland Council resident in each District are nominated by the Paramount Chief to sit as District Councillors. These District Councils meet once a year, shortly before the session of the Basutoland Council, and elect one of their members who is nominated by the Paramount Chief for appointment as a member of the Basutoland Council. In addition, both in the Basutoland Council and the District Councils provision was made for the election of members to represent important sectional interests such as the Agricultural Associations, the Progressive Association, Teacher's Associations, the Basuto ex-Servicemen and the Basuto business interests. The effect of this has been the election of about fifteen members of the Basutoland Council by popular vote, and constitutes an important step towards placing the Native Administration on a basis that will be more democratic and more suited to modern conditions and ideas. As a means whereby the Basutoland Council could be consulted when not in session, a Standing Committee, consisting of five of its own members elected by Council, was established, and to this Committee, whose discussions are attended by the Resident Commissioner and Paramount Chief, all questions closely affecting the domestic affairs and welfare of the Basuto people or the progress and development of the Native Administration are referred, when Council is in recess.

A further necessary step in the development of the Native Administration, the establishment of a Basuto National Treasury, was taken. At the end of 1942 a committee consisting mainly of Basuto was appointed to work out a scheme for the establishment of a National Treasury, and its proposals were published in a booklet which was widely distributed throughout the country. The proposals put forward were not confined to the establishment of a National Treasury, but included the re-organisation of the Basuto Courts, entailing a reduction in their number from over 1,300 to about 130. It was further recommended that the long-established practice of Chiefs and others being remunerated by "eating" the fines their Courts imposed and the proceeds of the sale of unclaimed stray stock, which had led to abuse, should be abolished, and that in its place Chiefs and others engaged in carrying out the administrative, judicial and fiscal duties which are now, or will be, undertaken by the Native Administration, should be paid fixed allowances or salaries by the National Treasury, into which would be paid all Court fines and fees and the proceeds of the sale of stray stock. These proposals were accepted by the Paramount Chief on the recommendation of the Basutoland Council in May, 1945.

The political and administrative reforms and re-organisation set out in the preceding paragraphs are regarded as essential preliminaries to undertaking any comprehensive scheme of development, if plans are to be carried out efficiently and economically with the goodwill and co-operation of the Native Authorities and the people and if the social and

economic advance made are to be of lasting value to the life of the community.

### (c) JUDICIAL

The Judiciary consist of a High Court, established by Proclamation No. 58 of 1938, presided over by the Judge of the High Court, with unlimited powers, to which all appeals from the Subordinate Courts lie. Its powers are defined in Section 2 (2) and (3) of that Proclamation, and are as follows :—

“(2) The High Court shall be a Superior Court of Record, and in addition to any other jurisdiction conferred by this or any other Proclamation shall, within the limits of and subject as in this or any other Proclamation mentioned possess and exercise all the jurisdiction, power, and authorities vested in the Supreme Court of South Africa.

“(3) The jurisdiction vested in the High Court shall be exercised (so far as regards procedure, practice, and evidence in criminal cases) in the manner provided by the Basutoland Criminal Procedure and Evidence Proclamation, 1938, and any amendment thereof.”

In the nine Districts of the Territory there are also Subordinate Courts of the First Class, presided over by the District Commissioner of each District, and also Subordinate Courts of the Second and Third Class, presided over by Assistant District Officers, the limits of whose jurisdiction are clearly defined in the proclamation already mentioned, No. 58 of 1938. The appeals lie from these courts to the High Court of the Territory. The powers of Subordinate Courts are fully outlined in Chapter IX of Part II.

By Proclamation No. 62 of 1938 Native Courts were also established throughout the Territory, with jurisdiction specified in the warrants issued to them by the Resident Commissioner, with the approval of the High Commissioner.

An appeal lies from the Native Court of the First Instance to a Native Court of Appeal and thence to the Court of the Judicial Commissioner, which is also a Subordinate Court of the First Class.

District Commissioners have the authority to supervise the proceedings of all Native Courts which deal principally with offences against native law and custom and with infringements of lawful orders issued by the Paramount Chief of subordinate Chiefs.

Appeals from Native Courts were formerly heard by District Commissioners, but appeals became so numerous that it was necessary to establish the Court of the Judicial Commissioner in 1944 with power to hear civil cases of appeal. The powers of this Court are defined in Proclamation 16 of 1944. A fuller description of the Judicial Commissioner's Court is given in Section 9 of Appendix I.

## Chapter IV: Weights and Measures

The weights and measures in common use in the Territory are the British Imperial.

The Cape Act of 1858, which defines the standard of weights and

measures according to the English Act of 1824, still applies in Basutoland in terms of Proclamation No. 4 of 1904.

It is proposed to introduce legislation to bring into force in Basutoland the standards in use in the Union of South Africa, which, according to the Union Weights and Measures Act (No. 32 of 1922), are Imperial Standards of the International Bureau of Weights and Measures. This legislation will bring Basutoland up to date, and will remove any difficulty in regard to assizers from the South African Railways and Harbours Administration who may wish to check scales in this Territory.

It is also proposed to appoint an Assize Officer for the High Commission Territories which will ensure a uniform standard of weights and measures throughout the Territory.

## Chapter V: Newspapers and Periodicals

Several papers are published in the Territory in the Sesuto language; these are *Mochochonono*, *Moeletsi-oa-Basotho* and *Leselinyana*. The first is published by the Bantu Press, Ltd., and the other two are Mission papers. They are weekly publications.

In addition to these, there is the newspaper *Mphatlalatsane*, which is published by the Bantu Press in Johannesburg mainly for the interest of the Basuto community living there. It is also distributed in Basutoland. A page of this paper is reserved by the Basutoland Administration, and is used for the publication of items of special interest that have occurred in Basutoland, and for propaganda work. Slip copies of special articles, particularly on agricultural, medical and educational subjects, are obtained in bulk and distributed throughout the Territory, in the Sesuto language.

The only English newspaper which is published locally is the *Basutoland News*, a weekly publication which deals mainly with the interests of the European community.

## Chapter VI: Bibliography

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## APPENDIX I

### Review of the Years 1939-45

The last report on the social and economic progress of Basutoland was published in 1939 for the year 1938. The report was suspended during the war years. The purpose of this appendix is therefore to give in general outline the main events of the war period in Basutoland.

This summary will be divided into the following sections :—

- (1) Basutoland's contribution to the war effort.
- (2) Military Pensions Board, 1942-45.
- (3) Political progress during the war.
- (4) Agriculture.
- (5) Communications and public works.
- (6) Education.
- (7) Medical development.
- (8) Financial position.
- (9) Legislation and the Judicial Commissioner's Court.
- (10) Report on the Rand Agencies, 1939-45.

#### GENERAL

From a perusal of these sections it will be seen that, in spite of many difficulties due to loss of staff, both European and African, who joined the Services, there has been no period of stagnation during the six years of the war. Rather may it be said that the country has looked ahead and is determined to find a solution to the many difficulties with which it is beset.

#### I. BASUTO WAR EFFORT

In September, 1940, a company of 145 strong entrained for service with the Native Military Corps, Union Defence Force. This company eventually became "E" Company of the 4th Battalion of the Native Military Corps, Union Defence Force, which was in training at Holfontein near Springs, Transvaal. The company was under command of five European officers and two European N.C.O.s from Basutoland.

For three months the company trained with the battalion, armed only with assegais.

Thereafter the battalion was split, the half of which "E" Company formed part went to Quagga-poort, just outside Pretoria, and its role then became that of guard duties in and around Pretoria.

This role continued until 30th June, 1941, when the company returned to Basutoland and was re-enlisted into the African Auxiliary Pioneer Corps (Imperial Army), later to become the African Pioneer Corps.

### *African Pioneer Corps.*

A military camp known as Walker's Camp was established at Maseru, and recruits drawn from every district in the Territory underwent preliminary training before being drafted in companies to the Middle East. The total number of Basuto volunteers recruited for the African Pioneer Corps numbered 21,462, which, considering the total population of approximately 600,000 and the large numbers (some 60,000) recruited for employment in the mines and industries of the Union, can be considered as an outstanding contribution in man-power. In addition, approximately 2,500 Basuto from the Territory served with the Union Forces in the Native Military Corps.

From Basutoland's small European population (some 1,500), forty officials and 147 non-officials joined various units of the Union or Imperial Forces.

Basutoland has every reason to be proud of the splendid record achieved by her sons in the African Pioneer Corps. The duties performed by these men were numerous and varied. Many were engaged on ordinary pioneer work, such as the construction of aerodromes and defensive works, at the ports and on lines of communication, on garrison and guard duties, but a large proportion were "diluted", replacing British Imperial troops, and were engaged on fire-fighting, driving lorries, mechanical repairs, hospital work, manning the guns of coastal defence, anti-aircraft and mountain batteries, and performing other military work of a skilled and technical character. Their physical endurance and eagerness to learn won the Basuto high praise from the Commanders-in-Chief, Middle East Forces and Central Mediterranean Forces, and from the Eighth Army, to which many of the Basuto companies were attached, and with which they fought throughout the North African, Sicilian and Italian campaigns up to the final unconditional surrender on the Italian mainland. Thus these Basuto warriors have played a full and important part in the final victory which is ours and have fully justified the words spoken by their late Paramount Chief Seeiso Griffith, who, on the outbreak of hostilities, informed the Resident Commissioner that:—

"The Basuto of to-day are the same people as yesterday and their loyalty is the same. As their King is at war, they are at war and they await any call for service which may be made to them. They trust in the righteousness of the British cause and are confident of the success of the British arms."

### *Casualties.*

Approximately 1,000 Basuto in the African Pioneer Corps lost their lives as a result of enemy action, sickness or other causes. Of this number 624 men were drowned at sea as the result of the sinking in 1943 of the troopship *Erinpura* by enemy action in the Mediterranean.

European casualties were also heavy, and included twelve killed on active service. The final statistical figures are as follows:—

Enlisted	21,463
Embarked for Middle East	19,233
Deaths by Enemy Action	683
Died of Natural Causes and Accidents	440

*Honours and Awards.*

An indication of the gallantry and devotion to duty of the Basuto in the African Pioneer Corps is shown by the following details of awards.

O.B.E.	.	.	.	.	.	.	.	1
M.M.	.	.	.	.	.	.	.	6
B.E.M.	.	.	.	.	.	.	.	8
Mentioned in Despatches	.	.	.	.	.	.	.	47
Commendations	.	.	.	.	.	.	.	19
Acts of Gallantry	.	.	.	.	.	.	.	4

Distinctions won by European residents on active service include three Distinguished Flying Crosses, one Croix-de-Guerre with Star and a number of "Mentions".

*War Fund Contributions.*

Substantial contributions have been made since the war began to Imperial War Funds by the residents of Basutoland. The first large contribution was made at the end of 1940, when, at the suggestion of Paramount Chief Seeiso Griffith, the sum of £100,000 drawn from Government surplus balances was handed to the United Kingdom Government as a free gift for the purchase of fighter aircraft. The aircraft purchased were used by the Basutoland Spitfire Squadron of the Royal Air Force, which took part in the Battle of Britain, the defence of Malta and saw service in North Africa, Sicily and Italy. This squadron achieved a splendid record.

Further sums from the Territory's surplus balances totalling £130,000 were lent to the British Government free of interest. In addition, an interest-free loan of £25,000 was made from the War Levy Fund. Private voluntary loans, free of interest, amounted to £2,225.

*Basutoland War Fund.*

The total amount collected by the Basutoland War Fund was just over £123,000. Of this £67,242 was sent to His Majesty's Government in the United Kingdom as a free gift for the general prosecution of the war. The rest was distributed between British, South African and Basutoland welfare organisations.

*The Basutoland War Charities Fund.*

This fund was distinct from the Basutoland War Fund, and also contributed to war charities in both South Africa and the United Kingdom. It raised over £159,000.

Many organisations to assist in providing comforts for our forces and alleviating suffering due to war conditions were begun shortly after the outbreak of hostilities. These voluntary organisation achieved remarkable results and a summary of their activities is given.

*The Victoria League.*

The Maseru Branch of this League, consisting of between seventy and 100 members, was responsible for the making of approximately 22,000 articles, such as pairs of socks, stockings, gloves, mittens, slippers, pyjamas, and jerseys, scarves, caps, bed-jackets, sheets, bandages, hussifs, bags,

etc. These articles were distributed to the Fighting Services (including the Basuto troops serving in the African Pioneer Corps), hospitals, prisoners of war, air-raid relief in Great Britain, etc. In addition, over £2,000 was donated to various relief funds and for the purchase of Christmas parcels sent to the forces.

### *The Basuto Gifts and Comforts Fund.*

In order to provide gifts and comforts for the 21,000 Basuto troops in the African Pioneer Corps, the sum of £10,000 was allocated from the War Levy, and committees were set up in each District to provide knitted garments made by Basuto women from imported manufactured knitting-wool and from yarn spun from Basutoland wool. The following is a list of garments despatched to the troops in the North:—

Balaclava caps	.	.	.	1,457
Socks, pairs	.	.	.	6,866
Scarves	.	.	.	4,780
Jerseys	.	.	.	257
Mittens, pairs	.	.	.	1,096
Gloves, pairs	.	.	.	739
				<hr/>
				15,195

One hundred and forty-four spinning-wheels, 444 carders and twenty-four winders were purchased and issued to the various working units, in order that locally grown wool could be spun into yarn. Many Basuto women have become expert spinners under the guidance and supervision of interested European women.

### *South African Women's Auxiliary Services.*

A Branch of the South African Women's Auxiliary Services was formed in Maseru in 1940. The average number of members was approximately forty. Up to May, 1945, £1,328 was sent to the various war charities and 718 parcels costing £504 were sent to the European men from Basutoland and N.C.O.s of the African Pioneer Corps.

A canteen was started in 1941 for the N.C.O.s of the African Pioneer Corps, and continued to the end of the war.

Nursing members ran a military hospital for nine months.

Through the South African Women's Auxiliary Services hospitality section arrangements were made for approximately 300 British (mostly R.A.F.) Service men and women to spend their leave in Basutoland.

Cigarettes were provided to all Basuto troops returning on leave.

### *Navy League.*

This was started at the outbreak of war. Moneys collected were paid into the Basutoland War Fund until 1943. Since 1943 approximately £7,300 was collected, as well as 20,000 lb. of sheepskins, four hundred gifts and comforts were distributed.

### *Maseru Red Cross Society.*

The Maseru Branch of the Red Cross Society was formed in July, 1942. Prior to this there had been a branch of the St. John Ambulance

Brigade, but, owing to difficulties of communications, it was decided to transfer to the South African Red Cross Society.

By the end of 1944, four members had gained the Advanced Certificates and fourteen the General Certificates in First Aid (including four Silver Medals), while six members gained the Advanced Certificate and sixteen the General Certificate in Home Nursing (including two Silver Medals).

Approximately £1,400 was raised by various public functions and donated to the South African Red Cross Society.

#### *Prisoners-of-War Fund.*

A Committee was formed in Maseru to raise money for this fund, and altogether the sum of £4,540 was collected.

#### *War Levy.*

In 1942 a War Levy was imposed by the Regent on all Basuto taxpayers, other than those serving in the armed forces. The amount of levy, which is not an annual payment, was graduated according to ability to pay. The total amount collected from this source was £99,131. Money from this fund will be used for the rehabilitation of the Basuto soldiers and for national development and welfare. By the end of 1946, £50,000 had been paid to the Home Industries Organisation, £10,000 to the Gifts and Comforts Fund, and £5,000 to the Soldier's Benefits Fund.

## 2. MILITARY PENSIONS BOARD, 1942-45

1. The Board was constituted in September, 1942, as follows:—

- (a) A Chairman.
- (b) A Civil Medical Officer.
- (c) A officer of the R.A.M.C.
- (d) A representative of the Paramount Chief.

The above posts were held by—

- (a) The Government Secretary from inception until March, 1944. Lt.-Col. H. Crosthwaite, C.I.E., C.B.E., a retired official of the Indian Civil Service, *who gave his services free* from March, 1944, to November, 1945. Mr. O. Guise-Williams, a retired Provincial Commissioner from Tanganyika from November, 1945, to December, 1946.
- (b) Dr. H. W. Dyke, C.B.E., Director of Medical Services, who retired from the Basutoland Government Service in November, 1944, has continued to serve as Medical Member of the Pensions Medical Board during period, 1942-46.
- (c) In 1945, when the R.A.M.C. officer's services were no longer available, his post was filled by a Government Medical Officer detailed by the Director of Medical Services.
- (d) Mr. D. H. Mochochoko served throughout as the Paramount Chief's representative.

2. The Union War Pensions Act, 1942 (excluding alternative pensions), was approved by the War Office as the Act to be applied by the Board.

This Act was amended by Act 1944, and the amendment was approved by the War Office. The Royal Warrant which applied this Act directs that the administering authority should observe Union procedure for "similar personnel".

3. The Board assembled for the first occasion on 2nd September, 1943, and during the period ended 31st December, 1945, had assembled 118 times.

4. The total number of cases which came before the Board during this period was 3,035, made up as follows:—

#### *First Applications*

Ex-Soldiers: Pensions	.	.	.	.	.	850
Permanent pensions	.	.	.	.	.	1
Gratuities	.	.	.	.	.	301
No awards	.	.	.	.	.	262
Dependants: Pensions	.	.	.	.	.	912
Gratuities	.	.	.	.	.	35
No awards	.	.	.	.	.	35
Total	.	.	.	.	.	2,396

#### *Re-Examinations*

Pensions	.	.	.	.	.	.	456
Gratuities	.	.	.	.	.	.	68
Gratuities on permanent scale	.	.	.	.	.	.	5
Cessation of pension	.	.	.	.	.	.	31
Awards to dependants as a result of death of Pensioners	.	.	.	.	.	.	77
No awards to dependants	.	.	.	.	.	.	2
							639

5. The number of known outstanding cases which have still to come before the Board is 337.

#### *6. General.*

*Discharged Soldiers' Hospital.*—In 1944 the Discharged Soldiers' Hospital was opened in Maseru. Pensioners requiring observation or hospital treatment for their pensionable disabilities are admitted to this hospital by the Pensions Medical Officers. Sixty ex-soldiers were admitted in 1944, 100 in 1945.

In the Districts pensioners receive free medical attention for their disabilities at the various Government Dispensaries.

*Pensioners' Rest Hut.*—At the end of 1944 a hut with a kitchen lean-to was erected for the accommodation of pensioners coming to Maseru for examination.

*Cemetery.*—A section of the native cemetery of Maseru was set aside fenced and grave-sites demarcated, to be used as a War Cemetery. Approval was given for an attendant to be employed at a salary of £18 per annum, and £3 per annum is provided for contingencies.

A summary of the activities of the Pensions Board during 1946 will be found earlier in this Report.

### 3. POLITICAL PROGRESS DURING THE WAR

Under the stimulus of war and the pressure of changing conditions in the world, many developments of considerable political importance have taken place during the period from 1939 to 1946. These developments have been towards the closer association between the Government and the Native Authorities and the increased participation of the people in the administration of the Territory.

These reforms were preceded in 1938 by the promulgation of the Native Administration and Native Courts proclamations. The former recognised the Paramount Chief and the chieftainship as an integral part of the Government of the Territory, defining their powers and vesting them with legal authority, while the latter extended similar recognition to the Native Courts and defined and extended their jurisdiction.

The untimely death of the Paramount Chief Seeiso Griffith in December, 1940, brought to a close a brief but promising reign. Chieftainess Mantsebo Seeiso was given formal recognition as Regent on 10th May, 1941. Subsequently her appointment as Regent was disputed by Chief Bereng Griffith, and the case was heard in the High Court of Basutoland before Mr. Justice Lansdown, who, on 30th March, 1943, dismissed the claim and gave judgement in favour of the Regent with costs.

According to Sesuto custom, members of the tribe were able to voice their opinions at national assemblies called *Pitsos*, and up to 1902 these *Pitsos* were held regularly on a large open plain known as Thota-ea-Meli, situated midway between the paramountcy at Matsieng and the capital, Maseru. These *Pitsos* were attended by the Resident Commissioner and all the principal Chiefs in Basutoland. In the year, 1903, there was established under the authority of the High Commissioner a Council consisting of representatives of the inhabitants of the Territory for the discussion of matters affecting their domestic affairs. This Council was later duly constituted under High Commissioner's Proclamation No. 7 of 1910 and was styled the Basutoland Council, consisting of a president and not more than 100 members. Under the constitution of the Basutoland Council the Resident Commissioner is the President, the Paramount Chief is Chief Councillor, with authority to nominate ninety-four persons belonging to the Basuto tribe for approval by the Resident Commissioner and appointment by him, as members.

The Resident Commissioner may appoint five members. It is also provided that the members of Council shall include the principal Chiefs, and that appointments shall further, so far as practicable, be representative of the different interests and opinions of the members of the tribe.

At its 1943 Session the Basutoland Council unanimously passed a number of resolutions of considerable political importance. The most important of these provided for the establishment of nine District Councils as a means of bringing Councillors into closer touch with the people. The constitution of these District Councils provided for Councils, consisting of from fifty to eighty members, according to the population of the District, presided over by the District Commissioner. The majority of these

members are elected by popular vote at *Pitsos* held in each ward and every member of the Basutoland Council residing in the District has a seat on the District Council. These District Councils meet once a year, shortly before the Session of the Basutoland Council, and elect one of their members who is nominated by the Paramount Chief for appointment as a member of the Basutoland Council. In addition, provision was made for the election of members to represent important sectional interests such as the Agricultural Association, the Progressive Association, Teachers' Association, the Basuto ex-Servicemen and the Basuto business interests. The effect of this has been the election of fifteen members of the Basutoland Council by popular vote, and constitutes an important step towards placing the Native Administration on a basis that will be more democratic and more suited to modern conditions and ideas, but will still be in accord with the traditional Basuto methods of government.

Another resolution recommended the appointment of a Standing Committee, consisting of five of its own members elected for that purpose to meet at Matsieng or Maseru, to which all important questions of policy affecting the daily life of the Basuto and the Native Administration should be referred by the Paramount Chief and the Resident Commissioner. This Standing Committee is now functioning with marked success.

At this important session the Council also made provision for the compilation and revision of the more important Basuto customary laws and of the principal orders and rules made by the Paramount Chief.

Unremitting effort has been given to the acceptance by the Basuto of a proposal for the establishment of a Basuto National Treasury, and a committee, consisting mainly of Basuto, was appointed to work out a scheme to put before the nation. The proposals put forward were not confined to the establishment of a National Treasury, but included the re-organisation of the Basuto Courts, entailing a reduction from over 1,300 to less than 130, the payment of fixed allowances to Chiefs, and salaries to those engaged in carrying out the administrative, the judicial and fiscal duties which are now, or will be, undertaken, and the payment of all Court fines and fees and the proceeds of the sale of stray stock into the National Treasury. These proposals were accepted by the Paramount Chief on the recommendation of the Basutoland Council in May, 1945. The National Treasury was inaugurated on 1st April, 1946.

#### 4. AGRICULTURE, 1939-45

It is on the development of agriculture that the future economic prosperity of this country must chiefly depend. Much stress has therefore been laid on the preservation of the country by

- (i) Anti-erosion measures.
- (ii) The recovery of fertility where this has been lost.
- (iii) The improvement of stock and crops and the methods of marketing.
- (iv) Developing the system of farming.

##### *Anti-erosion Measures.*

Owing to over-grazing and over-cultivation very severe erosion has occurred, and much work has been carried out to stabilise the soil and to

restore eroded lands. In few parts of Africa has so much progress been made in contour terrace work. Since the inception of the work in 1935, as much as 131,000 acres of land have been terraced with the aid of machinery units, 149 dams have been constructed and 41,000 acres of land, inaccessible to machinery units, have been protected with buffer grass contour strips.

### *Recovery of Soil Fertility.*

Owing to the low fertility of worn-out lands, it is essential that large quantities of organic matter be returned to the land as soon as possible. To this end a large Tree-Planting Campaign was commenced in November, 1942, with the object of providing wood fuel for the people, thereby releasing kraal manure for the land which at present is being burnt.

Since the campaign was started some 15,000,000 trees have been planted in village wood lost by the people. The Agricultural Department has assisted farmers by providing Scotch carts on loan for the purpose of transporting manure from villages to the land.

### *Livestock.*

The last livestock census taken in 1940 provides the following figures:—

Sheep	.	.	.	.	1,597,887
Goats	.	.	.	.	565,554
Cattle	.	.	.	.	470,040
Horses	.	.	.	.	88,272
Donkeys	.	.	.	.	29,829
Mules	.	.	.	.	1,111

Considerable numbers of livestock are exported to the Union each year, but the main industry of the Territory is the production of wool. A great effort has been made in recent years to improve the quality of this commodity by the introduction of stud Merino rams for sale to stock-owners. Since the inception of the scheme 5,689 stud rams have been introduced and sold to Basuto stock-owners. This, together with the improved methods of wool-classing, the dosing of sheep to rid them of internal parasites and better methods of marketing the wool, is achieving the desired results.

The scheme for the improvement of cattle by the introduction of selected bulls of the Afrikaner type and the prohibition of the importation of undesirable or scrub cattle has been continued.

Since the Equine Improvement Scheme was initiated in 1936, sixty-five thoroughbred stallions and forty-five donkey-jacks have been introduced.

### *Developing the System of Farming.*

Experiments are being carried out by the opening of small mixed farms at various centres in the Territory, on which the occupier lives with his family and maintains a few head of livestock. A proper system of farming and correct land management is being demonstrated on these small holdings of approximately 14 acres.

Plots for agricultural experimental work at Government schools are

being set aside where rotation of crops and the proper management of the land to maintain fertility can be demonstrated to the pupils.

An endeavour is being made to ensure that each family should maintain a vegetable garden, and this aim has met with a fair measure of success.

### 5. COMMUNICATIONS AND PUBLIC WORKS

Since 1938 the roads of the Territory have been adequately maintained. The policy to reduce the difference between the standard of main and "feeder" roads has been continued, and two important sections of "C" or traders roads, kept in repair by £ for £ grants—viz., the Pitseng and Mapoteng roads in the Leribe District were taken over by Government.

Nine low-level bridges have been constructed, including bridges over the Phuthiatsana, Teyateyaneng and Sechapala rivers, while five pipe causeways have been built, including a major crossing of the Hlotse River. The construction of culverts has been continued and each year work on reclamation of roadside *dongas* has been undertaken.

The most important development carried out by the Department has been the carrying through of the bridle-path construction scheme, the urgent need for which was first described in Sir Alan Pim's Report published in 1935. Constructed bridle-paths have now become an important part of the communications of Basutoland and greatly facilitate the marketing of mountain produce.

Actual work on them started in 1938, and by the end of 1946 approximately 1,550 miles had been completed at a cost of £61,800 or about £41 a mile.

The construction has followed the routes as laid down in the original Report, with some minor exceptions. The map shown at the end of this Report indicates their location. Similarly, the original specification recommended has been followed, except that the path width has in general been increased from 8 feet (including drainage) to 9 or 10 feet, depending on the importance and location of the path; and the cross drains have been made wider.

Many sections which were then (1936-37) classified as easy-going, and left untouched, have subsequently been made up to the specification laid down, as the general demand for a good path all the way has arisen from the ease of travelling on made paths.

To indicate the great change from the boulder-strewn grades of 1 in 4, which took two to three hours to ascend on the big Leribe passes, it may be mentioned that a jeep managed to reach the top of the lowest and best made of the major passes (Mosalemane); the top of which is 8,600 feet. (The highest pass, the Pelatsoeu Pass, is 10,200 feet.)

As result of actual experience it has been found that the paths can now be maintained for £7 a mile provided adequate supervision is available.

Owing to torrential storms and melting snow, constant maintenance is essential to prevent serious damage occurring, but there seems to be no possibility of stopping one of the chief sources of serious damage—namely, the dragging of ploughs along the Government paths.

Construction work on the bridle-paths in the mountain areas of Basutoland, comprising three-quarters of the whole Colony, is probably the most important development work ever carried out in Basutoland for the amount of money spent, and is greatly appreciated by the people.

During 1944 "Plans of Development and their Financial Implications" for Basutoland were put forward by the Resident Commissioner with a view to obtaining grants under the Colonial Development and Welfare Act.

Three-quarters of the Territory, or about 8,000 square miles, whence practically the whole of the exports originate, is without any means of transport other than the primitive pack system.

This method of transport has nothing to recommend it. In spite of great improvement since the construction of Government bridle-paths, described above, native pack transport postulates cruelty and inefficiency through loss, delay and substantial damage to produce from weather and the hazards of the journey.

In the absence of motor roads, produce and goods can be transported only at high cost; hospitals, dispensaries and schools can be built only with great difficulty and at prohibitive expense; effective control of agriculture and grazing, essential if the increase of erosion is to be stayed and the vital watersheds preserved, is impracticable.

So in 1945 a free grant was made under the Colonial Development and Welfare Act, as Scheme D. 445 for the Survey and Improvement of Motor Roads and Development of Bridle-paths. A survey was made for a motor road from Maseru to Ntaote's, which lies in the very heart of the mountain areas. The line of the projected route is from Maseru to St. Michael's Mission 16 miles, thence to Marakabei's and on to Ntaote's, a further 87 miles of new construction.

An application for a free grant of £186,000 under the Colonial Development and Welfare Act has been prepared for the construction of this road.

The great importance of providing a motor road to Mokhotlong has not been overlooked, and in 1946 the Natal Provincial Council agreed to investigate the cost of a road up Mohlesi Pass in Natal.

A reconnaissance survey was carried out in the Butha Buthe District from Joel's Drift to the Witzies Hoek road via Libono.

Turning to Government buildings erected during the period 1939-45: (a) *Schools, etc.* The initial group of buildings of the High School at Maseru was completed, and the school was opened in 1940. The buildings comprised the main school building; a boys' boarding-house; headmaster's house; a small European staff house, and two African staff houses. The following year quarters for an assistant headmaster were constructed and small museum and library buildings were completed.

A second building programme was completed in 1945, which included a girls' hostel and domestic science classrooms, and additional classrooms; while a second boys' hostel, paid for from a Colonial Development and Welfare Act grant, was also erected in 1945. Six African teachers' quarters additional to the two built for the opening of the school have been completed.

The Leribe Intermediate School was enlarged in 1939 and African teacher's houses at Leribe, Maseru and Mohale's Hoek Intermediate schools have been built since that year.

(b) *Medical, etc.* At the mountain station of Mokhotlong, quarters for a European Medical Officer were completed in 1943 and additions were made to the dispensary. Towards the end of the war, in 1944, a discharged soldiers' hospital was erected in Maseru.

(c) *Offices.* An office building was built at Matsieng, the seat of the Paramountcy in 1942.

(d) *Quarters, etc.* A new officers' mess was built in 1940 at Maseru, and was occupied by the staff of the African Pioneer Corps during the period of recruitment. One house was built and three others purchased during the war period.

(e) *African Staff Quarters.* A few African staff quarters have been constructed annually since 1939, but it was not until 1944 that Government embarked on a large-scale programme of building which is referred to earlier in the Report, in the chapter on "Housing".

### *Water-works.*

New Pumps and settling reservoirs for river water were constructed at Maseru in 1940 at a cost of £4,000. A small filter and chlorinating apparatus was installed in 1943, and this plant has enabled Maseru to carry on, until the major scheme costing £49,500 approved under the Colonial Development and Welfare Act in 1946 has been completed.

## 6. EDUCATION

### *Summary of Events since 1938.*

A new system for the allocation between the three recognised Missions of the amount available for grants had been under consideration and discussion for some time. (The grants were to be distributed according to qualifications of teachers, and not average attendance.) However, in 1941, when the scheme was to come into effect, it became apparent that the implications of the scheme had been misunderstood by the Missions, one of which in particular found itself in difficulties. Consequently a special arrangement was made involving temporary, supplementary assistance towards the maintenance of its "registered" schools ("registered schools" are schools which had been accepted as eligible for grant assistance, should it ever be possible to increase the grants-in-aid sufficiently). In the following year it was found impossible to reach any solution of the problem of allocating grants-in-aid which would be acceptable to all the Missions. The matter was referred to the High Commissioner, who therefore decided to stabilise the grant position by fixing each Mission's grant until further notice at a figure which would enable it to pay the salaries of its existing teaching staff in aided schools and also to spend, if it wished to do so, £20 on the salary of a teacher in each of its registered schools. The total annual figure for grants to Missions was fixed at £58,300, at which it remained until 1946.

The financial position was further complicated by the introduction of cost-of-living allowances to teachers, which was approved in 1944 with retrospective effect from January, 1943. The annual cost of these allowances has been about £40,000—a sum which the Basutoland Education Fund has not been able to bear. The reserve in the fund was soon used up, and general revenue had to meet the deficit. In March, 1946, therefore, the fund ceased to exist, and all education expenditure came under the Education Vote.

As a consequence of the financial and other difficulties, the long-

awaited Commission appointed by the Secretary of State "to enquire into the present policy and practice as regards African Education in Basutoland, and having regard to financial resources that might be available, to make recommendations for its development", arrived in Basutoland in April, 1945, and spent seven weeks in the Territory. The Commission consisted of Sir Fred Clarke, Chairman, Mr. G. Power, Director of Education, Gold Coast, and Dr. W. M. Eiselen, Chief Inspector of Native Education, Transvaal. Its report was not published until May, 1946, since when the necessary re-organisation consequent on the Commission's recommendations has been under most active consideration.

In 1939 a new syllabus was introduced in the elementary vernacular schools. This stressed the need for the education of the children to be connected at as many points as possible with the life and general development of the people as a whole. The following year a new intermediate school syllabus on similar lines was also introduced. The question of how to obtain in education a more effective emphasis on the needs of the rural community was considered at a conference of all interested parties in 1942. Arising out of the conference, a committee was formed to draw up a programme of action. As a consequence, school gardening was stressed and practical gardening and hand work were included as examination subjects in the Standard VI examination; money was provided by the Department for the purchase of garden tools (to be sold at half price to Missions), and for sewing grants. Propaganda and instruction in regard to nutrition were carried on at teachers' meetings, and through the *Teachers' Magazine*; members of the staff also addressed meetings of parents and of the Homemakers' Association. The new Basutoland Primary Teachers' Course, with a strong emphasis on agriculture, domestic science and practical work generally, was adopted and introduced in 1944. Conferences were held with Teacher Training Institutions to see how the agricultural programmes could be improved. Five departmental bursaries per annum to the Fort Cox Agricultural School were also provided. But any scheme for the improvement and development of agricultural teaching in the schools depends on the availability of land. At conferences with the Paramount Chief's representatives it was agreed, therefore, that every elementary school should have a garden of at least half an acre and every intermediate school six acres for gardening and agriculture, while two areas (one mountain, one lowland) of approximately 400 acres should be set aside for development as school farms. Unfortunately, it has not always been possible to obtain the additional land from the Chiefs, and a number of schools are still without gardens.

Land for the school farms also has not yet been made available.

The Basutoland High School, under Government control, was opened in Maseru in 1939 to provide education up to matriculation standard, so there would no longer be a gap on the education ladder between the Junior Certificate classes at Mission Institutions and the University classes at Fore Hare. The accommodation provided was soon found to be inadequate, and a girls' hostel, a domestic science block and additional classroom accommodation were added. The Colonial Development and Welfare Fund later provided money for a second boys' hostel and additional staff.

For some years the need for the expansion of the facilities for vocational

training at the Lerotholi Technical School has been realised, but funds had not been available. In 1944, however, a grant from the Colonial Development and Welfare Fund enabled a start to be made on a comprehensive building scheme which would ultimately provide accommodation for 200 apprentices, as compared with the present seventy-five. This will enable the facilities in the existing course to be doubled, and permit of the introduction of motor mechanics', tailoring and clerical courses, the last-named mainly for the training of probationer clerks for Government service.

Another interesting project has been the starting of the Home Industries organisation. This is a development of the spinning which was undertaken under the auspices of the Basutoland Gifts and Comforts Fund. At first a woman inspector was seconded to assist in the organisation of the spinning, but in 1944 a full-time organiser was appointed to investigate conditions in Basutoland and draw up plans for the development of home industries in the Territory. A comprehensive plan for spinning and weaving, including the training of instructors, was finally decided on and approved, but was held up until 1946 owing to the untimely death of the organiser in the middle of 1945.

A considerable expansion has been made in the bursary programme, so that when the full scheme is in operation approximately 130 students will be assisted annually, at a cost of over £3,200. This amount is not now all chargeable to the Education Vote, however, as the medical bursaries have been placed under the Medical Vote. Five Basuto students are taking the medical course at Witwatersrand University.

An event of potential importance in the educational programme of Basutoland was the inaugural meeting of the Basutoland African Teachers' Union in December, 1943. This Association developed strongly, but was confined in practice to Protestant teachers. Its replacement as a national body by the Basutoland African National Teachers' Association is dealt with earlier on in this Report.

The opening of recruiting for the African Pioneer Corps in 1941 resulted in a temporary drop in the enrolment of boys. In order to provide educational facilities for the troops, one Education Officer was released for service with the Army Educational Corps to organise education among the High Commission Territory units in the African Pioneer Corps in the Middle East. This involved the training of instructors, who then attempted to eliminate illiteracy and to teach Oral English in their units. With the cessation of hostilities in Europe and the beginning of demobilisation, educational work began to be directed more definitely towards the re-absorption of the men into civilian life. Special courses and examinations were arranged for men wishing to obtain Standard III or Standard VI certificates, and short course in agriculture and stock-farming were organised in Palestine, and so on. Tentative special plans were made in the Territory for those ex-soldiers who might wish to continue with their post-primary education, but the numbers wishing to do so were so small that it was found easier to absorb them into the existing courses. Financial assistance for such ex-soldiers has been provided from Welfare Funds.

During the war years the Department became responsible for the distribution of the Ministry of Information pamphlets and propaganda for the British way of life generally. A portable cinema projector was

introduced, and a number of shows given by departmental officers in and around Maseru.

The Territory has for many years been faced with a shortage of trained teachers. To help to overcome this a special two-year course (called the Elementary Vernacular Teachers' Course) was started for elementary school teachers who had had some years' service but were not qualified teachers. This course started in 1939, and served a useful purpose, but was discontinued after 1944, by which time the bulk of teachers who could have then benefited from such a course had already taken it. The replacement of the Native Primary Lower Teachers' Examination of the Cape Education Department by the Basutoland Primary Teachers' Course in 1944 has already been referred to above. This course is more specifically adapted to the needs and conditions of Basutoland, and is of similar standard to the teachers' examinations in the various provinces of the Union.

### 7. MEDICAL DEVELOPMENT

The following are the major developments which have been accomplished since 1938. It will be appreciated that these are limited, as all expansion was curtailed during the Great War.

- (a) 1939. Extension of the Quthing Hospital from twelve to twenty-six beds. This extension included a good operating theatre, an isolation ward detached from the main building.
- (b) 1940. Installation of water-borne sewage at Mafeteng Hospital and at the Paramount Chief's residence and Court at Matsieng.
- (c) 1940. Extension to the Government Hospital at Leribe from thirty to fifty beds.
- (d) 1943. Construction of Detention Centre for lunatics at Mohale's Hoek to accommodate thirty-five dangerous lunatics.
- (e) 1944. Construction of the temporary Discharged Soldiers' Hospital with sixty-three beds in Maseru. This is built of pre-fabricated material which had been used as Army huts by the Union Defence Force.
- (f) 1945. Completion of additional wards to the temporary Cottage Hospital at Mokhotlong.
- (g) During the eight years' period 474 village springs have been constructed throughout the Territory.

The following table shows the total number of patients treated at Mission hospitals from 1939 to 1945.

	<i>Hospital In-Patients</i>	<i>Dispensary Attendances</i>	<i>Injection for Syphilis</i>	<i>Total</i>
1939 . .	882	19,549	2,271	22,702
1940 . .	966	25,098	3,722	29,786
1941 . .	1,047	25,532	4,716	31,295
1942 . .	1,216	26,285	6,014	33,515
1943 . .	1,198	27,736	6,991	35,925
1944 . .	1,338	35,349	6,439	43,126
1945 . .	1,500	38,011	8,051	47,562

The following table gives a summary of the work carried out at Government Hospitals and Dispensaries during the years 1939-45.

	<i>In-Patients treated in Hospital</i>	<i>Operations</i>		<i>Out-Patients treated at Dispensaries (including those receiving injections for Syphilis).</i>			<i>Total</i>
		<i>Major</i>	<i>Minor</i>	<i>First Attendances</i>	<i>Subsequent Attendances</i>	<i>Injections for Syphilis</i>	
1939 .	4,826	909	2,280	73,779	38,821	9,176	129,791
1940 .	5,139	747	2,584	77,048	39,364	13,423	138,305
1941 .	5,841	720	3,333	86,176	46,235	19,065	161,370
1942 .	5,648	746	2,519	85,718	48,102	21,224	163,957
1943 .	5,813	617	2,929	90,531	42,507	19,190	161,587
1944 .	6,333	717	2,978	107,654	46,979	20,477	185,138
1945 .	5,475	565	2,923	114,308	42,183	29,183	194,637
<b>Total</b>	<b>39,075</b>	<b>5,021</b>	<b>19,546</b>	<b>635,214</b>	<b>304,191</b>	<b>131,738</b>	<b>1,134,785</b>

The following are the total cases (Government Employees) treated by the District Surgeon, Butha Buthe, for the years 1939-45:—

1,031, 1,195, 1,139, 1,059, 1,086, 1,499, 1,683 respectively—Total 8,692.

## 8. FINANCIAL POSITION

There has been a steady improvement in the finances of the Territory over the last few years. The accumulated surplus balance at the beginning of the war was approximately £200,000. On 31st March, 1946, this balance stood at £518,000. All the main heads of revenue have shown marked increases, particularly Customs receipts, which rose from £175,000 in 1941 to an estimate of £330,000 for 1946-47. War-time taxation in the form of increased Income Tax and excess profits duty has also substantially benefited the finances of the Territory. Due to the financial improvement, it was found possible during the war to make a gift of £100,000 to His Majesty's Government, and later for an interest-free loan of £130,000.

Revenue from all sources in 1941-42 was £463,000. The estimate for the year 1947-48 is £861,000. Expenditure has also progressively increased, from £420,000 in 1941-42 to an estimate of £788,000 in 1947-48. This improvement in the financial position has made it possible to carry out a policy of development and expansion of social services. For example, expenditure on education has increased from £74,000 in 1941 to an estimate of £158,000 in 1947-48. Expenditure on medical services has increased from £36,000 to £69,000, and capital expenditure on public works from £18,000 to £55,000, agriculture and veterinary services from £38,000 to £79,000 over the same period.

A ten-year programme for development schemes has been authorised under the Colonial Development and Welfare Act, 1945, and the amount authorised under this Act is £830,000, which has been allocated provisionally as follows:—

Agriculture . . . .	£282,000
Medical and Health . . . .	108,375
Education . . . .	106,000
Public Works . . . .	333,625
	<hr/>
	£830,000

On 1st April, 1946, a National Treasury was formed in Basutoland as a part of the Native Administration structure. The revenue of this Treasury is mainly derived from a percentage share of the Native Tax collection and from fines levied by the Native Courts. These funds are under the control of a Finance Committee. In order that this Treasury could have a fair start, and not be encumbered with heavy charges in capital expenditure, new offices and equipment were provided by the Central Government from public funds. In addition, the Central Government contributed a sum of £49,000 as a reserve fund and to provide the initial cash to commence business.

### *Post Office.*

Due to normal development both revenue and expenditure showed a steady yearly increase during the period 1939-45. Five new postal agencies were opened in the mountain areas and one agency was raised to a sub-office. One telephone agency was opened and four telephone operators were replaced by Africans.

A thrift campaign which was launched during the period 1943-46 resulted in 14,972 new depositors, mostly the dependants of soldiers serving in North Africa and Italy, who were encouraged to save part of their monthly allotments. A sum of £135,473 was deposited in Post Office Savings Banks as a result of this campaign.

The deferred pay and gratuities of soldiers on demobilisation during 1945 and 1946 were also paid into the Post Office Savings Bank. Although they were encouraged to save as much as possible, it is significant that by the end of the year approximately £500,000 had been withdrawn. Deposits and withdrawals are now back to normal.

In addition to allotments, money was remitted by soldiers to their dependants in the form of British postal orders amounting to approximately £400,000 in value during the period from 1942 to 1946.

### 9(a) SUMMARY OF THE MAIN LEGISLATION FROM 1939 TO 1945

1939. Basutoland Emergency Powers (Defence) Proclamation No. 35 of 1939.  
 Basutoland Warlike Stores Exportation Proclamation No. 38 of 1939.  
 Basutoland Trading with the Enemy Proclamation No. 50 of 1939.  
 Basutoland Income Tax (Consolidation) Proclamation No. 56 of 1939.  
 Basutoland Defence Regulations published in High Commissioner's Notice No. 148 of 1939.  
 Basutoland Income Tax Regulations published in High Commissioner's Notice No. 183 of 1939.
1940. Basutoland Registration of United Kingdom Trade Marks Proclamation No. 3 of 1940.  
 Basutoland Deputy Resident Commissioner Proclamation No. 39 of 1940.  
 Basutoland Pensions (War Service) Proclamation No. 44 of 1940.  
 Basutoland Mounted Police (War-time Service) Proclamation No. 55 of 1940.

- 1940. Basutoland Rules for the registration of United Kingdom Trade Marks published in High Commissioner's Notice No. 15 of 1940.
- 1941. Basutoland Care of Overseas Children Proclamation No. 10 of 1941.  
 Basutoland Official Secrets Proclamation No. 28 of 1941.  
 Basutoland Rules of the High Court, published in High Commissioner's Notice No. 8 of 1941.  
 Basutoland Legal Practitioners Rules published in High Commissioner's Notice No. 55 of 1941.
- 1942. Basutoland Native Labour Proclamation No. 5 of 1942.  
 Basutoland Native Tax Proclamation No. 7 of 1942.  
 Basutoland General Interpretation Proclamation No. 12 of 1942.  
 Basutoland Trade Unions and Trade Disputes Proclamation No. 17 of 1942.  
 Basutoland Prohibition of Deposits Proclamation No. 24 of 1942.  
 Basutoland Wheat Control Proclamation No. 26 of 1942.  
 Basutoland Wool Packing and Marketing Proclamation No. 28 of 1942.  
 Basutoland Personal and Savings Fund Levy Proclamation No. 35 of 1942.  
 Basutoland Labour Regulations published in High Commissioner's Notice No. 62 of 1942.
- 1943. Basutoland Concealment of Birth Proclamation No. 3 of 1943.  
 Basutoland Importation of Livestock Proclamation No. 24 of 1943.  
 Basutoland Subordinate Court Rules, published in High Commissioner's Notice No. 111 of 1943.
- 1944. Basutoland Judicial Commissioner's Proclamation No. 16 of 1944.  
 Basutoland Mounted Police Proclamation No. 22 of 1944.  
 Basutoland Mounted Police Regulations published in High Commissioner's Notice No. 89 of 1944.  
 Agreement with the Union of South Africa to prevent double Death Duties, published in High Commissioner's Notice No. 139 of 1944.  
 Basutoland Government Reserves Regulations, published in High Commissioner's Notice No. 155 of 1944.
- 1945. Basutoland Commissioners of Oaths Proclamation No. 13 of 1945.  
 Basutoland Nurses and Midwives Proclamation No. 14 of 1945.

### 9(b) JUDICIAL COMMISSIONER'S COURT

This Court was given jurisdiction under Proclamation 16 of 1944 to hear appeals from the Paramount Chief's Court at Matsieng.

It is a Circuit Court with headquarters in Maseru, and the Judicial Commissioner holds periodical sessions at District Administrative Centres. It is hoped in the future to increase this to two sessions a year.

Under the old system civil appeals from the Paramount Chief's Court were heard by District Commissioners, from whom there was the right to appeal to the High Court.

The Judicial Commissioner's Court was constituted for three reasons :—

- (1) To relieve District Commissioners of the burden of hearing appeals and so to enable them to devote more time to their

administrative duties and to the supervision of the newly-constituted Native Courts;

- (2) to secure uniformity throughout the Territory in the interpretation of Basuto law and custom and in the procedure of trials conducted in the Native Courts; and
- (3) to expedite the hearing of appeals when lodged.

The new Court is working well, though the number of appeals heard in each District has been far greater than was anticipated. This was due probably to the novelty and prestige of the Court and to the fact that appellants found justice was being done.

A number of appeals were found to be frivolous. These are gradually being reduced by the Court awarding costs to the respondent.

Many defects and irregularities in the conduct of cases in the Native Courts are being rectified, and this, together with the award of costs, should have the desired effect of reducing the number of appeals lodged from the judgements of the Paramount Chief's Court.

There is no appeal as a matter of right from the judgement of the Judicial Commissioner's Court to the High Court. Leave to appeal must be obtained from the Judicial Commissioner, but is granted only in the following cases:—

- (a) Upon any question of law or of native law and custom reserved by the Judicial Commissioner at the instance of either party or of his own motion; or
- (b) upon the certificate of the Judicial Commissioner that it is a fit case for appeal on any other ground which appears to him to be a sufficient ground of appeal.

Where leave to appeal is refused, the party concerned can petition the High Court for an order on the Judicial Commissioner to release the appeal.

Since the Court was instituted the following appeals have been heard:—

	<i>Appeals Heard</i>	<i>Judgments Reversed</i>	<i>Percentage</i>
1944 . . .	94	25	26.59
1945 . . .	258	55	21.3
1946 . . .	454	75	16.52

#### 10. THE RAND AGENCIES

##### *Progress and Development Since 1938.*

In order to trace the progress and development of the Agencies for the High Commission Territories established on the Witwatersrand at Johannesburg, Springs and Randfontein, it is necessary to recall that during the year 1932 a temporary office was opened at Johannesburg for the collection of tax only. This office was under the charge of a senior District Commissioner and during the period from the beginning of March to the end of July 1932, the sum of £21,937 was collected. In January, 1933, the Agency at Johannesburg was reopened under the charge of an Assistant District Commissioner, and it has been maintained ever since.

In his Report published in 1935 (Cmd. 4907) Sir Alan Pim referred to the Basutoland Government Agency at Johannesburg as an excellent feature, and recorded that, regarded merely as a revenue collecting agency, it had fully justified its existence, but that its general welfare activities were of even greater importance. It was then still treated as being in the experimental stage, but in January, 1936, it was established on permanent lines as an agency for the three High Commission Territories. The staff was then an Assistant District Commissioner and a clerk, with eight African tax collectors, but in 1938 with the demands made upon the agency by the increasing mining activity on the Rand it was necessary to increase the staff of administrative officers to three, Bechuanaland and Swaziland each providing one.

The cost of the agency is shared between the three Administrations in the following proportions :—

Basutoland	.	.	.	.	.	75 per cent.
Bechuanaland Protectorate	.	.	.	.	.	15 „
Swaziland	.	.	.	.	.	10 „

but for purposes of accounting, discipline, etc., the agency is administered by the Resident Commissioner of Basutoland.

Owing to the great distances travelled on the Witwatersrand by members of the agency at Johannesburg, and in order to control the ever widening scope of the agency it was considered expedient to open sub-agencies at Springs on the East Rand and Randfontein on the West Rand. This was done in April, 1940. The sub-agency at Springs was placed in charge of the Administrative Officer from Swaziland, while that at Randfontein was under the control of the Administrative Officer from Bechuanaland, both being subordinate to the Basutoland Government Representative at Johannesburg. The staffs at the three agencies were then :—

Johannesburg	.	.	One Assistant District Commissioner, one clerk, one African motor-driver, five African tax clerks and one night-watchman.
Springs	.	.	One Assistant District Commissioner, five African tax clerks and one night-watchman.
Randfontein	.	.	One Assistant District Commissioner, four African tax clerks and one night-watchman.

In 1942 the designation of the Administrative Officer at Johannesburg was changed to that of Agent for the High Commission Territories, while those at Springs and Randfontein became Deputy Agents for the High Commission Territories respectively. The title of the European Clerk at Johannesburg Agency was changed to that of Secretary. Owing to the great increase in correspondence caused by the expansion of welfare work an African correspondence clerk was appointed at Johannesburg in 1942.

In April, 1944, major changes in the staffing arrangements at the Rand Agencies were approved in order to release the Agent and the Deputy Agents from much of the routine of tax collection, and to enable them to

devote the greater part of their attention to consular work amongst the natives from the Territories. The major changes in the establishment were as follows :—

- (a) The Agent's rank was raised to that of District Commissioner. This would enable him to mix freely and on a more equal footing with the influential officials of the Union Government and the Chamber of Mines, with whom he is in constant contact ;
- (b) an additional Deputy Agent would be stationed at Johannesburg to assist the Agent in his consular work and to supervise the routine business of the office—owing to the establishment of Administrative Officers in Basutoland not being up to strength this appointment has not yet been made ;
- (c) European clerks were stationed at Johannesburg, Springs and Randfontein. These officers would collect the tax under the supervision of the three Deputy Agents who would then be left free to deal with their all-important duties of attending to the welfare of the African labourers in the mines and industries of the Rand ;
- (d) additional African correspondence clerks were appointed at Johannesburg, Springs and Randfontein and a policeman was appointed at Johannesburg to assist in the collection of tax.

The annual collections of tax through the agency since 1938 were as follows :—

<i>Financial Year</i>	<i>Basutoland</i>	<i>Bechuanaland</i>	<i>Swaziland</i>
	£	£	£
1937-38 . . .	43,257	7,352	10,933
1938-39 . . .	47,387	8,757	10,596
1939-40 . . .	49,305	7,244	8,642
1940-41 . . .	67,674	12,117	10,027
1941-42 . . .	69,970	13,356	11,525
1942-43 . . .	78,677	14,129	12,213
1943-44 . . .	67,359	13,176	10,140
1944-45 . . .	74,769	13,258	11,089
1945-46 . . .	76,378	15,620	12,107

The collection of tax is not confined to Basuto, Bechuana and Swazis working in the mines or industries on the Witwatersrand only, but the agency keeps in touch with Territorial Natives wherever they are employed in any numbers and regular trips are made to labour centres such as Pretoria, Vereeniging, Witbank, Klerksdorp, Kroonstad, Kimberley, Bloemfontein, Durban and the Natal coal-mines.

Perhaps the greatest service rendered by the agency is in keeping the mine-workers in touch with their homes and in tracing missing relatives or ensuring the repatriation of men who have been away from their homes for long periods, but, working in close association with the Union Native Affairs Department and with the Chamber of Mines, much has been done to improve the conditions under which natives from the Territories are employed and to adjust differences between the natives and their employers as they arise.

## APPENDIX II

### Basuto National Treasury

The inauguration of the Basuto National Treasury on 1st April, 1946, is a matter of such exceptional interest and constitutional importance that further particulars relating to it and to its effect upon the Native Courts are given in this appendix. The main functions of the Treasury are to collect Native Tax on behalf of the Central Government, to bring to account all fees and fines from the re-organised Native Courts and other sources of revenue, to make payments in accordance with the approved Estimates of the year, to prepare the annual Estimates of revenue and expenditure, and make arrangements for the disposal of stray stock sent in by the Chiefs. It will thus be seen that the Native Administration is being entrusted with certain financial duties which to a large extent were formerly discharged by the central Government, and the result of the first nine months of the life of the Treasury has fully justified the Government's confidence in the ability of the Basuto to discharge these functions, at present under supervision by officers of Government.

#### *Native Tax.*

From 1st April Native Tax has been payable at two rates, 34s. for the ordinary taxpayer and 40s. for certain categories of taxpayers. These rates replaced the old tax of 25s. plus an education levy of 3s. The collectors, who were previously paid by Government, are now paid by the National Treasury, and greater stress is now laid on the responsibilities of the Chiefs to see that the people pay when called on to do so. The results so far are satisfactory, the collection within the Territory for the period 1st April, 1946, to 31st October, 1946, being £108,892 compared with £75,924 for the period 1st April, 1945, to 31st October, 1945. This represents an increase of £32,968 or 43 per cent. over the collection for the same period in the previous year.

Before the establishment of the National Treasury, some 1,350 courts were conducted by Chiefs, sub-Chiefs and Headmen, who retained the fines which they imposed in criminal cases. With the inception of the National Treasury the principle that moneys received from fines were public moneys, and should be paid into the National Treasury, was laid down, and the Courts, which were reduced to a number capable of adequate supervision—viz., 123—were staffed with paid officials, fees were instituted, and all fees and fines had to be paid into the National Treasury. The proceeds from this source exceeded all expectations, up to the end of October, for example, fees collected amounted to over £6,000 whereas the estimate for the whole year was only £2,000, and fines amounted to £13,500, against an estimated collection for the whole year of £15,000.

On the inauguration of the National Treasury and the reduction of the Courts, the Chiefs were placed on fixed salaries in lieu of the receipts which formerly accrued from Court fines and stray stock, and their payment is undertaken by the National Treasury.

## APPENDIX II:

There is still dissatisfaction among Chiefs and Headmen, who formerly derived from the Government a salary, which is now infrequent, and they are not receiving suitable remuneration in connection with administrative duties.

The affairs of the National Committee appointed under the act of 1940, from which the following ex-

"There shall be ap two representatives of districts and sub-districts be nominated by the Basutoland Council. quorum. . . ."

Their duties are (a) to advise the Paramount Chief on national finance; (b) to coordinate national services; (c) to prepare the re-allocation of any provision; (d) to supervise general on behalf of the Paramount Chief at the offices of the Treasurer.

The Finance Committee a number of recommendations services which had been over vision for which had been calendar year the Committee 1947-48, which were subseq the Regent, and were then consideration and transmissi

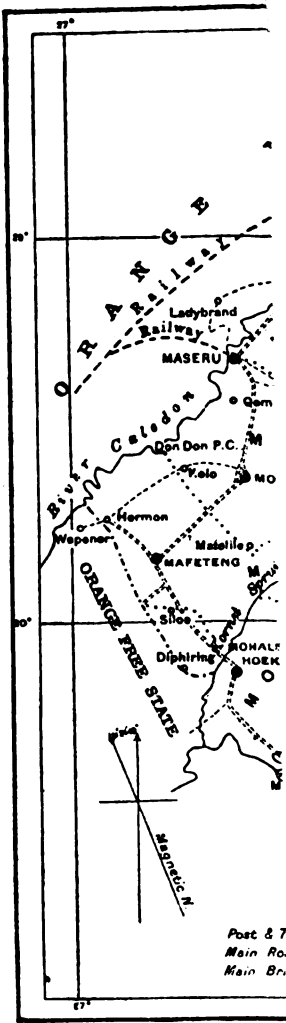
A number of audits of the of the central Treasury office Financial Secretary, who act report on the work so far per carried out their duties in a

The approved Estimates  
Treasury's life, are as follows

### Revenue, 1946-47

- |      |                     |             |
|------|---------------------|-------------|
| I.   | Share of Native Tax |             |
| II.  | Court               | (i) Fines . |
|      |                     | (ii) Fees . |
| III. | Stray Stock .       | .           |

**Total Revenue** . \$



*Printed for H.*

The inauguration is a matter of such further particulars given in this appeal. Native Tax on benefits and fines from revenue, to make for the year, to prepare make arrangements. It will thus be seen certain financial duties by the central Government of the Treasury. The ability of the Basu provision by officers.

*Native Tax.*

From 1st April ordinary taxpayers' rates replaced the collectors, who were the National Treasury of the Chiefs to see results so far are for the period 1st April, with £75,924 for 1966 represents an increase on the same period in 1965.

Before the estimates were conducted by the Commission, the fines which they pay to the National Treasury for the use of public moneys, are taken down, and the Commission has supervision—viz., the fines are constituted, and all fees are paid. The proceeds from the fines of October, for example, are the estimate for the year, £13,500, against a

On the inauguration of the new Courts, the Chief Justice, who formerly accepted no payment is undertaking



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COLONIAL ANNUAL REPORTS

# Basutoland

1947



LONDON: HIS MAJESTY'S STATIONERY OFFICE

**THE SERIES OF COLONIAL ANNUAL REPORTS**  
which was re-introduced for the year 1946 (after  
suspension in 1940) is being continued with those  
relating to 1947.

It is anticipated that the Colonies and Protectorates  
for which 1947 Reports are being published will, with  
some additions, be the same as for the previous year  
(see list on cover page 3).

# ANNUAL REPORT ON BASUTOLAND

## FOR THE YEAR 1947

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LONDON: HIS MAJESTY'S STATIONERY OFFICE

1949

PRINTED IN BASUTOLAND

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Herd boy with reed pipe  
(*Photograph by Pictorial Africa*)

# PART I

## Chapter I : Review of the Main Events of the Year 1947

The outstanding event of the year has been the gracious visit of Their Majesties the King and Queen and Their Royal Highnesses Princess Elizabeth and Princess Margaret to Basutoland on the 11th and 12th March. It was the happiest of coincidences that the Royal Family were in Basutoland on Moshesh's day, the 12th March, which is commemorated each year as a public holiday in memory of the day when Basutoland was handed over to the British Crown by Chief Moshesh, the founder of the Basuto nation.

This unique event in the history of the Territory is one which will never be forgotten by all who were privileged to be present. The exemplary behaviour of the Basuto people, their fervent and sincere expressions of loyalty conveyed through the Regent, were outstanding features of this memorable occasion. The visit of their Majesties has been an inspiration to us all and has helped to strengthen the bonds of personal love for the Royal Family and of loyalty to the Crown, about which in Basutoland there has never been any doubt in the past.

A fuller description of the events of the Royal Visit together with the speech of His Majesty the King at the Royal pitso on the 12th March and those of His Excellency the High Commissioner and the Paramount Chief are given in a special appendix to this Report.

Other important events during 1947 may be classified as follows :—

(1) *Agriculture.* The importance of agriculture to Basutoland has been stressed in previous Reports. Indeed it is no exaggeration to say that the Territory must stand or fall on the successful development of its agricultural resources, for there are no industries in Basutoland nor is there any potential source of mineral wealth as is disclosed in Mr. G. M. Stockley's Report on the Geology of Basutoland which was published during the year under review.\*

The primary task is to save the soil of the country by anti-erosion measures and to increase its fertility by manuring, by crop rotation, and by allowing lands which are worn out to lie fallow. No less important is the conservation of the natural grass cover by stock delimitation and by rotational grazing measures.

\* Report on the Geology of Basutoland by G. M. Stockley, A.R.C.Sc., D.O.D., A.I.M.M., F.G.S., (1938-40). Obtainable from the Controller of Stores, Maseru. Price 10/- plus overseas postage.

Considerable strides have been made during 1947 to improve agriculture in Basutoland. Anti-erosion work is progressing most satisfactorily both in the lowland and mountain areas. It is estimated that, up to the end of September this year, no less than 200,000 acres in the lowlands and 180,000 acres in the mountains were protected. As work in the mountains only started in 1943 the achievement of the Agricultural Department and the Chiefs and people concerned is most noteworthy.

The manuring campaign is progressing satisfactorily, more especially in the northern districts. Very greatly increased yields of maize and kaffir corn have resulted and there is no doubt that the surplus food, which exists in Basutoland today, is due to the manuring of the lands and the improved methods of cultivation adopted by the more progressive farmers. This surplus of food is centred in the Northern districts, while in the southern districts it is scarce. Efforts to assist the southern districts by sending them some of the northern surplus is hampered by the lack of grain bags. In order to encourage the people to build up the fertility of the soil, the Government is now paying a subsidy to all farmers who manure their lands.

As a means of demonstrating to the people the importance of correct farming methods it has been the policy of Government to encourage the setting aside of certain clearly defined tracts of land as Agricultural Improvement Areas. A few years ago the Paramount Chief set aside an area of land at Thaba Tšocu on which a demonstration could be provided for the people shewing the benefits to be derived from controlled, rotational grazing. On this area schalahlala is already disappearing and grass is taking its place. In view of the success attending this demonstration of the Paramount Chief, the Ward Chiefs in Qacha's Nek and Mokhotlong are undertaking grazing control throughout their wards and work in this direction is already under way. By these means it is hoped that within a few years the mountain areas will again be clothed with luxuriant pasture grass.

The drought of the past three years was broken during 1947, and rainfall was fairly satisfactory for the year with the result that crops were for the most part better particularly in the mountain area and in the northern and central lowland districts.

A more complete account of agricultural and livestock services in Basutoland is given in Part II, Chapter VI, of this Report.

(2) *The Financial Position of the Territory.* The estimated accumulated surplus at 31st March, 1947, was £551,882.

The surplus of revenue over expenditure was £25,209—expenditure amounting to £866,167 and revenue to £891,376.

For the current financial year the revised estimated revenue is £813,338 and the estimated expenditure is revised at £826,615, thus creating a deficit of £13,277. This deficit will be met from accumulated surplus funds which will then be reduced to £538,605 on the 31st March, 1948. If the estimated revenue of £253,000 from Native Tax is realised the proportion payable to the National Treasury will be £78,430.

Although this may reflect a satisfactory position for the present, it is realised that a word of warning must be sounded regarding the future financial position of the Territory. During the war years this country, like many others, enjoyed comparative prosperity and substantial surplus balances were accumulated. This was made possible by the increase in certain items of revenue, such as Customs and Excise, and was due to the fact that little could be spent on undertakings involving the use of materials and equipment, which were in short supply. Revenue is decreasing owing to the diminishing value of imports into South Africa, and it now appears likely that the annual budget may not be balanced without drawing on surplus balances. In fact in order that all the undertakings may be executed which have been planned during the last few years to be carried out in the future, it will be necessary to use up a large part of our surplus balances. It is essential therefore that great economy should be exercised in present circumstances.

(3) *The National Treasury and the Courts of the Native Administration.* The National Treasury came into being on the 1st April, 1946, and its inauguration was fully described in the 1946 Report. The first year's working has proved to have been most satisfactory. The estimated revenue for the financial year ended the 31st March, 1947, was £90,500 but actually £107,840 was realised. Expenditure was estimated at £90,464 but actual expenditure was £90,945; revenue thus exceeded expenditure by £16,895. Revenue derived from Court fines and sale of stray stock exceeded the estimate by £17,202. In the current financial year the estimated revenue is £120,252 and the estimated expenditure £118,019.

Audits were carried out from time to time by the Financial Secretary who has reported well on his inspections. It is evident that the Treasurer and the Officers under him have shown a ready aptitude for this work and a proper appreciation of their responsibilities and duties.

The operation of the reconstituted Native Courts showed marked improvement over previous years. The standard of integrity and justice of most of the Courts was of a high standard. A few cases came to light of favouritism, bribery and injustice. These were promptly dealt with and the Paramount Chief has issued a stern warning in this connexion, emphasising that an even-handed system of justice is imperative if the national life is to be kept healthy.

(4) *The Basutoland Council.* The 43rd Session of the Basutoland Council opened in Maseru on the 1st November, 1947. The Council (whose composition is described in detail in Chapter III, Part III of this Report) is a purely advisory body and has no legislative powers.

Among the more important measures discussed by Council were the draft Educational Proclamation, the National Treasury Estimates, and draft Basutoland and District Council Proclamation, the object of which is to amend and consolidate existing legislation on the subject which dates back to 1910.

Proposals were also discussed for the revision of the taxation system whereby taxation may be levied on the basis of wealth. The present system places the same burden on rich and poor alike, and it is hoped

that a fair and workable alternative will be found to take the place of the existing flat rate which bears so hardly on the poorer sections of the community. Owing, however, to the many difficulties inherent to such an alteration of the taxation system in a country such as this it may be sometime before such a scheme is implemented.

District Council Sessions were held at each Administrative Centre, consisting for the most part of representatives elected by the people according to the number of taxpayers in each ward. A representative from each District Council was elected to represent it at the Basutoland Council. Certain proposals and Resolutions which were carried by majorities at District Councils were placed on the agenda for discussion at the Basutoland Council.

(5) *Education.* The implementation of the recommendations of the Clarke Commission, which was mentioned in last year's Report, has made considerable progress during the year under review in so far as finances permit.

District Advisory Committees have been established in each district except Mokhotlong (where one will shortly be established) and each district is now represented on the Central Advisory Board.

The first task of these Committees has been to arrange for a survey of all schools to see which of them are worthy of grants-in-aid. Work in this connexion is in progress in five Districts and reports so far received have shewn that they have already done much valuable work in arousing the interest of the people in their schools.

A National Teachers' Association for all African teachers, irrespective of religion, has been formed and several useful meetings have been held.

An important recommendation by the Education Commission concerning the higher education of selected African candidates has also been given effect by the recent departure for the United Kingdom of one Supervisor and one teacher from the Basutoland High School for further Education. These men have been granted bursaries, and it is hoped that, on their return to Basutoland, they will occupy responsible positions in the educational service after the customary probationary period. It is proposed to send a further three teachers to England next year.

A generous grant of £54,500 under the Colonial Development and Welfare Act has been approved for education for the next five years. This grant will be used to assist Missions to build elementary schools and to provide equipment, and a sum of money has also been allocated to the Paris Evangelical Missionary Society and English Church Mission to establish a combined Training Institution at Morija. The renovation of the existing accommodation and the erection of new buildings has already begun. The expansion of the Lerotholi Technical School continues and a mechanical section at the school has now been instituted.

At the end of the year the Education Proclamation (No. 76 of 1947) was promulgated. This legislation is the direct result of the Commission's Report and was based on similar legislation in force in other African dependencies and on the new Educational legislation in Great Britain.

The draft legislation was discussed at length by the Central Advisory Board and by District Educational Committees. It was also critically examined by the Basutoland Council at its 43rd Session in November.

The Proclamation makes provision for the better administration and control of education in Basutoland, both African and European.

(6) *Information Service.* The Ministry of Information, London, has most generously presented the Territory with a mobile cinema van. Experimental performances have already been given and it is hoped to extend its use for information and entertainment next year.

It has been manifest that Government activities and intentions have often been misunderstood among the people owing to the inadequate and unreliable information at their disposal. At times vocal and ill-informed minorities mislead the public by the continual repetition of inaccuracies and untruths. It is clearly of great importance that the Chiefs and people be taken into the confidence of Government and that they should be made aware of all Government developments and activities and that their co-operation, assistance and advice should be sought.

With this object in view, the appointment of a Public Relations Officer has been sanctioned by the Secretary of State. Mr. E. T. Grieseson, Education Officer, has been selected for this appointment and he will begin work early next year. It will be his duty to keep the chiefs and people informed of Government activities and proposals to help the social development of the people, and generally to spread correct information throughout the Country. By this means it is hoped that many existing misapprehensions and suspicions, based frequently on ignorance of the true position, will disappear and that the people generally will gain a better appreciation of the fact that all must work together as a team for the future progress and prosperity of the country.

(7) *Welfare Officer.* The work of this officer in the past has been primarily concerned with the welfare of ex-soldiers and their dependants, but as the military welfare work declines so it is hoped this officer will be able to devote more and more time to civil welfare work among the people, helping them to organise social amenities in the Districts which will enable them to live fuller, more interesting and more useful lives. The services of Mr. R. L. Moore, O.B.E., M.C. who has had wide experience in Africa and elsewhere, have been procured for this important office.

(8) *Police and Prisons.* During the course of the year this department was separated into two departments. Mr. A. Penter, of the home Prison Service, was appointed Superintendent of Prisons.

Considerable strides have been made during the last few years to improve the work and training of the Police, and a higher standard of education is demanded of recruits. A training depot and a Criminal Investigation Division have been established. As a result of an investigation of the Basutoland Police system by Brigadier A.S. Mavrogordato, O.B.E. (Colonial Police Service—retired), a great many alterations and improvements in the Police Force have been affected which will tend to improve the efficiency of the Corps. As regards prisons also, a higher standard of education is now demanded of the Gaolers and Warders.

As is now customary in most civilized countries, imprisonment is no longer regarded only in the light of punishment and correction, but efforts are made to educate convicts by teaching them useful callings. By this means it is hoped to wean them from a life of crime and to give them a new start in life when they are released from imprisonment. This aim will now also be adopted in Basutoland. In order to separate the more hardened convicts from the petty offenders it is proposed to build a new Central Prison in Maseru in which it will be possible to divide the various classes of prisoners and to prevent them from mixing.

(9) *Posts and Telegraphs.* The Royal Visit Stamp issue proved most popular and large quantities of these stamps were sold to collectors all over the world.

A wireless link between Maseru and Mokhotlong has been established which greatly facilitates communication between these two places. The present sets are temporary, but permanent sets will shortly be installed.

(10) *The Salaries Commission.* As in other parts of the world, the cost of living in South Africa has gone up considerably and it is now estimated that the prices of consumer goods are on the average 40% above the pre-war level, and in many cases even higher especially for clothing. The Government has continued to pay cost of living allowance to its employees both European and African at a total cost of approximately £104,000 per annum. In spite of this many people have been finding it difficult to live on their incomes. A Commission was, therefore, appointed under the chairmanship of Mr. T. Fitzgerald, C.M.G., O.B.E., to investigate service conditions rates of pay etc. in the High Commission Territories. The Commission sat in Basutoland during the Christmas week and heard evidence in Maseru, Teyateyaneng and Leribe. Its report, which will be published early next year, is eagerly awaited.

(11) *Honours List.* During the year, His Majesty the King was graciously pleased to confer the C.V.O. on the Resident Commissioner, Mr. A.D. Forsyth Thompson, C.M.G., C.B.E., and the following honours on other residents of Basutoland :—

O.B.E.	Mr. K. Nolan,
M.B.E.	Mrs. A. C. Bailey,
	Mr. T. Fraser,
M.V.O.	Lt. Col. C. H. F. Apthorp.

Certificates of Honour and Badge were conferred on  
Chief Talimo Joel, and

Mr. Montgomery Letsola,

and certificates recording mentions in despatches were received for the following members of the African Pioneer Corps :—

AS. 7098	W. O. 11 (actg.) F. Michael,
AS. 28381	Sgt. M. Hlongoane,
AS. 12614	Sgt. S. Leshocle,
AS. 10047	Sgt. S. Lephatsi,
BAS. 5447	Sgt. M. Mathibeli,
AS. 2092	Cpl. A. Lentsa,
AS. 12704	Cpl. E. Maliboca,
AS. 28233	Pte. L. Matofole.

## Chapter II : Development Plans

This chapter will be divided into two parts describing the development plans which are financed from revenue and from grants received under the Colonial Development Welfare Act.

### I. SCHEMES FINANCED FROM REVENUE.

(1) *The National Treasury.* The Basuto National Treasury completed the first year of its existence on the 31st March, 1947.

The following is a summary of the Revenue and Expenditure for the financial year :

#### *Revenue:*

I	Share of Native Tax	...	...	£71,500
II	Court receipts :	Fines	...	£22,676
		Fees	...	£10,715
III	Sale of Stray Stock	...	...	£ 2,810
IV	Other Receipts : Miscellaneous			£ 138
				<u>£107,839</u>

#### *Expenditure:*

A.	Administration	...	...	£84,993
B.	Development	...	...	£ 5,579
C.	Capital Works	...	...	£ 373
				<u>£90,945</u>
	Balance			<u>£16,894</u>
				<u>£107,839</u>

The substantial balance of Revenue over Expenditure of £16,894 arose almost entirely from the unexpectedly large receipts from Court fines and fees. There was very little accurate information available on which to estimate these receipts, and the original estimates of fines £15,000 and £2,000 were, as the figures show, greatly exceeded.

*Native Tax.* The share of Native Tax was a fixed amount approved by the High Commissioner. In future years the National Treasury is to be accorded 31% of Tax collected. The actual Tax collected during the year was disappointing, yielding only £238,179 as against the estimated £253,000. The shortfall was largely due to very poor collections by the Reef Agencies, whose activities were seriously hampered by the riots at some mines and by the strong objections raised by the Basuto on many compounds to the increased rate of Tax which came into force on 1st

April, 1946. Collection within the Territory suffered owing to drought and the very high price of maize which prevailed throughout the year and led to many Basuto emigrating to Union farms to work for food.

*Courts.* As indicated above, the revenue from Court proceeds greatly exceeded the estimate, due to the Courts taking far more cases than was anticipated. The volume of Court work being so much higher than had been expected led to considerable dissatisfaction on the part of Court Officials, and it was found necessary during the year not only to make substantial increases in the staff of most Courts, but to raise the salaries of all officials in the lower grades of Court. The cost of these increases was £5,000 for the half year during which they operated. Six cases of misappropriation of funds by Court Officials were reported, leading to four convictions for theft, whilst investigation is proceeding in the other two cases.

*Stray Stock.* Fifty four centres were established to which stock which is found straying must be taken, and where it is held for ten months after the finding has been advertised. Stock unclaimed after this period is then sold at public auction sales. Owners of lost stock are learning to visit these centres in their search for their lost animals and the number of animals being claimed is gradually increasing. There is evidence that certain Chiefs are still prone to hide stray stock for their own benefit, and the Paramount Chief is appointing special inspectors to investigate suspected cases.

*Native Administration Officials.* Most Chiefs, Sub-Chiefs and Headmen appear to have accepted the position whereby they now receive salaries from the National Treasury in place of the Court fines and stray stock proceeds on which they used to live, but reports are still being received, and are under investigation, of Chiefs continuing to levy unauthorised fines to augment their resources. The establishment of Stock and Wool certificate writers has not been finally settled as more information regarding the requirements of certain districts is still awaited. (As a deterrent to stock theft no person may sell stock, wool or mohair without presentation of a certificate of ownership.)

*National Treasury Staff.* The Financial Secretary in his annual audit report on the National Treasury commented on the keen interest in their work displayed by the senior staff of the National Treasury. The junior staff, most of whom were engaged as new recruits when the National Treasury started, preference being given to ex-servicemen, are nearly all showing considerable promise, and steps are being taken to examine their knowledge of their duties before their two-year probationary period expires.

*Home Industries.* £50,000 from the War Levy Fund was credited to the National Treasury Reserve Fund on the 1st April, 1947, for the establishment of the Home Industries Organisation. The revenues of the Organisation have so far been very disappointing, less than £500 being

received by Government during 1946/47, but District Committees and a Central Advisory Committee have been established to assist the Organiser in meeting local difficulties, and it is anticipated that better work and more recruits will be obtained as a result.

*General.* £70,000 of the National Treasury's Reserve Balance has been invested with Government at 2% interest, this amount including a substantial part of the National Treasury Reserve Fund and a portion of the £50,000 War Levy grant for Home Industries.

2. *Public Works.* (a) *Roads:* The bridges over the Sand and Poplar streams in North Basutoland are now complete. Several culverts and retaining walls have been built in the main roads. Work has begun on the new bridges on the Roma Road, old Hoek Stream and in Mohale's Hoek. The paving of the main road in Maseru was completed in March.

(b) *Buildings: European Staff Quarters:* Four new houses were completed and eight are under construction throughout the territory. This brings a total of 21 houses completed or under construction.

*African Staff Quarters.* Fourteen houses have been completed and twenty-eight are under construction making a total of ninety-five finished or under construction.

*Buildings General.* Buildings such as offices, schools, Post Offices, etc., at an estimated cost of £40,000, are under construction.

(3) *Medical and Health.* (a) *Training of Health Assistants.* One man will complete his training in December of this year and it is anticipated that he will be appointed as a Health Assistant in January or February, 1948. On first appointment he will be retained at Maseru and will work under the supervision of the Medical Officers. His training has been carried out at the Randfontein Estates Mine Hospital for nine months and thereafter at the Discharged Soldiers Hospital, Maseru.

(b) *Training of Probationer Nurses.* There are thirteen probationer Nurses under training at present at the Maseru Hospital. Four of these have completed their 3 years General Nursing and are now doing Maternity training. Three are in their third year of training, three in their second year and three were recruited in March of this year. The Matron and the Medical Officers give lectures to these nurses regularly and their general nursing training is carried out under the supervision of European Nursing Sisters.

## II. SCHEME FINANCED UNDER THE COLONIAL DEVELOPMENT AND WELFARE ACT

The original ten year plan had to be drastically curtailed owing to the reduction in the amount of financial aid from £2,500,000 which it was estimated the Territory required, to £830,000 which has been allocated as follows:—

- (a) £282,000 to agriculture, or, more specifically, to anti-erosion measures.
- (b) £333,625 to public works—i.e. road communications, water and electricity supplies and public buildings, and
- (c) £214,375 to the medical, health and education services.

Estimates of receipts from the Colonial Development and Welfare Fund in 1947 are as follows :—

Extentions of Lerotholi Technical School				
and High School ... ..	£	3,212		
Training of African Medical Officers ...	£	900		
Anti-Soil Erosion Measures ... ..	£	35,000		
Water Supplies, Maseru ... ..	£	35,960		
District Water Supplies ... ..	£	5,105		
Education ... ..	£	10,700		
Medical Health ... ..	£	10,000		
TOTAL		£	100,877	

The inauguration of these schemes was fully described in the 1946 Report. The progress made during 1947 may be summarised as follows :—

*A. Agriculture. Scheme 603 D Anti soil erosion Measures.* During the year 1947 a further 25,790 acres of land were protected by graded terrace banks in the lowlands. A very considerable speeding up of this work has been achieved by confining the construction of heavy graded training banks to those situations where suitable rocky or grass disposals are to be found. Between each pair of heavy banks two or three low double banks (six inches high) are marked out by two cuts with the grader or plough, the resulting work being very similar to the buffer strips which are standard practice in the mountains. The total cost of this work amounted to £12,120 or 9.2/- per acre, which includes cost of labour, fuel, foreman's salary and general supervision and transport.

The new scheme for subsidising individuals in the mountain area for the construction of graded training banks has met with a very fine response from the Basuto. The system was put into operation in the Mokhotlong District in July 1946, and was intended to replace the work of organised gangs of labour paid on a daily basis. The Scheme is thoroughly acceptable to the Basuto, so much so that the demand for surveys to be made is difficult to cope with. Work has now been commenced in five other districts.

During the year 20,156 acres were protected in the mountains by manually constructed training banks, at a cost of £3,666, or 3.6/- per acre. In connection with cost, it may be pointed out here that the cost per acre of grass stripping (1.4/- in this report year) has to be added to the 3.6/- to arrive at the total sum spent per acre on soil conservations in the cultivated areas of the mountains. This excludes general supervision and transport.

Good progress has been made in the construction of earthen dams in the lowlands. During the year a further 42 dams were completed, at a cost of £1,115 bringing the total built since the commencement of work to 237. The year's construction is capable of impounding nearly 47,000,000 gallons of water.

Tree planting during the year has been hampered by adverse weather conditions at the normal planting time. 484,000 trees were planted as a direct anti-erosion measure, costing £535.

46,468 acres of cultivated land in the mountain areas were marked out with buffer strips, at a cost of £3,197. Although there are still many cases where buffer strips are deliberately ploughed out, the value of buffer strips is being realised by many of the people, as evidenced by the impatience shown in certain areas for a start to be made with this work.

It is not possible to assess the direct benefit which the Basuto people have derived from the anti-erosion work which has been completed in past years. It is very evident that a great measure of soil stability has been reached in those parts of the lowlands and mountain areas where works have been completed. In the mountains very numerous instances of the gradual building up of bench terraces may be seen, brought about by buffer stripping and ploughing.

It is, however, interesting to note that in spite of three dry seasons, with an average rainfall of approximately 22 instead of 30 inches, there has actually been an increase in crop yield and this season the Territory has accumulated an exportable surplus.

(B) *Public Works.* (i) *Scheme D 684 Maseru Water Supply.* Tenders have been accepted for pipes, specials, valves and fittings. These are now being delivered. Tenders are now due for the construction of reservoirs, pump houses, filters, sedimentation tanks and laying of pipes etc.

(ii) *Scheme D 692 District Water Supplies.* The plant at Quthing is now being installed and the equipment for Butha Buthe and Teyateyaneng is now on order, but delivery may be delayed for some months.

(iii) *Mountain Roads.* The survey of the road from Thekos' to Ntaote's was completed in 1946. The Scheme was originally estimated to cost £175,000, but due to rising costs it is now estimated that it will cost at least £11,000 more. Beyond this, no step has yet been taken to construct the road and it is not expected to be possible to begin operations until 1950.

(C) *Social Services.* As the economic developments outlined above must take precedence, the schemes for the development of the medical, health and education services had to be drastically curtailed. In place of the £830,000 plus £300,000 to assist in meeting recurrent costs, a total of £1,130,000 which it was estimated would be required for social services, the total allocation for the completion of existing schemes and, for further development was reduced by approximately four-fifths to £214,375.

(i) *Medical and Health.* *Scheme D 525 Training of African Medical Officers.* Dr. A. E. Maema completed his course successfully at the Witwatersrand University in December, 1946, and has since that date been

a House Surgeon at Holy Cross Hospital, Eastern Pondoland, Cape Province. He was offered the post of Assistant Medical Officer in the service of this Administration. He has, however, declined the post and has set up in private practice on the Maseru Reserve. Four other students are in course of training, and satisfactory reports of their work continue to be received.

*General.* An application has been made for funds under the Colonial Development and Welfare Act to construct, during the next nine years, three new hospitals at Teyateyaneng, Butha-Buthe and Mokhotlong, and four health centres in the mountain area ; also to make additions to existing hospitals. A new hospital at Maseru is also envisaged but funds for this purpose must be found from surplus balances.

(ii) *Education.* (a) *Scheme D 400 Lerotholi Technical School.* During October and November, 1946, the west wing of the Hostel was taken up to first floor level and foundations for the first European staff house were completed. From the beginning of December until the end of March, 1947, work on this scheme was suspended while the School went over entirely to preparations for the Royal Visit. Resuming work on the scheme from the 1st April, efforts were concentrated on the European staff house which was taken up to roof height. The out-buildings were also begun and will, in the period under review, be completed. Foundations of the motor mechanic's garage were dug.

(b) *Scheme D 758 Education: General.* A start has been made with this scheme which is an integral part of the educational 10 year plan for the territory. The Educational Secretaries for the three main Missions were appointed and salary grants paid for them. They are already doing good work in co-ordinating the educational work of the Missions with the educational plans approved by Government.

The first instalment of Equipment Grants for Aided Schools, including Institutions, has been paid.

With the aid of Building Grants the extension and improvements to the existing school buildings at Morija, now a combined Training School for the Paris Evangelical Missionary Society and the English Church have commenced. A £300 building grant, on a £ for £ basis, has been allotted for Elementary schools in each Administrative district. Managers of schools have been invited to submit applications for such grants to the District Advisory Committees on Education in their respective districts. Such applications have been considered and recommendations made. In many cases building work has already started.

## PART II

### Chapter I : Population

A Census of all races was held in May 1946 of which the preliminary figures only are now available. The final tabulation of Statistics is being undertaken by the Union Department of Census but will not be available until next year.

The preliminary figures for the population of Basutoland are divided thus, (a) Basuto (b) Europeans (c) Coloureds (d) Asiatics.

Comparative figures with the 1936 Census are given in the fourth column.

#### (A) BASUTO IN THE TERRITORY

<i>Districts</i>	<i>Males</i>	<i>Females</i>	<i>Persons</i>	<i>1936</i>	<i>Difference</i>
Butha-Buthe	14,929	20,350	35,279	34,869	+ 410
Leribe	42,399	55,870	98,269	97,376	+ 893
Teyateyaneng	24,984	32,569	57,553	55,522	+2,031
Maseru	43,369	57,985	101,354	108,237	—6,883
Mafeteng	30,505	38,031	68,536	70,864	—2,328
Mohale's Hoek	28,806	37,126	65,932	65,309	+ 623
Quthing	19,865	25,714	45,579	44,552	+1,027
Qacha's Nek	19,639	24,921	44,560	46,132	—1,572
Mokhotlong	16,424	20,341	36,765	36,412	+ 353
—	240,920	312,907	553,827	559,273	—5,446

#### (B) EUROPEANS IN THE TERRITORY

<i>District</i>	<i>Males</i>	<i>Females</i>	<i>Persons</i>	<i>1936</i>	<i>Difference</i>
Butha-Buthe	14	17	31	50	—19
Leribe	77	94	171	154	+17
Teyateyaneng	60	48	108	94	+14
Maseru	364	360	724	583	+141
Mafeteng	111	111	222	189	+33
Mohale's Hoek	86	100	186	150	+36
Quthing	56	46	102	106	— 4
Qacha's Nek	53	46	99	82	+17
Mokhotlong	21	14	35	26	+ 9
	842	836	1,678	1,434	+244

## (C) COLOURDES

Buthe-Buthe	5	4	9	—	—
Leribe	38	40	78	—	—
Teyateyaneng	41	27	68	—	—
Maseru	87	92	179	—	—
Mafeteng	53	51	104	—	—
Mohale's Hoek	17	28	45	—	—
Quthing	17	18	35	—	—
Qacha's Nek	13	13	26	—	—
Mokhotlong	1	—	1	—	—
	272	273	545	1,263	—718

## (D) ASIATICS

Butha-Buthe	89	65	154	—	—
Leribe	63	63	126	—	—
Teyateyaneng	14	4	18	—	—
Maseru	10	5	15	—	—
Mafeteng	6	2	8	—	—
Mohale's Hoek	3	—	3	—	—
Quthing	—	—	—	—	—
Qacha's Nek	8	8	16	—	—
Mokhotlong	—	—	—	—	—
	193	147	340	341	— 1

The final figures may differ from the statistics shown above to a certain extent, but there seems no doubt that there has been a drop in Native population living in the Territory. It is generally agreed that this fall is not due to faulty enumeration but to certain economic factors such as land scarcity, soil poverty and a succession of bad harvests which has inevitably resulted in a large exodus to the Industrial Centres of the Union, where many have probably become permanently resident. It remains to be seen if this population trend will be permanent. The three districts most affected are Maseru and Mafeteng which, besides being the biggest sources of labour for the mines are also from an agricultural point of view the most poverty stricken, and Qacha's Nek where a steady drift has been taking place to the Transkei for some time past.

It appears that many Basuto are gradually discarding their feudal mode of life and that education and the lure of urban amenities and opportunity make it inevitable that they should be drawn to the Union.

The slight increase in the figures of the European population in 1946 as compared with 1936 (apart from natural increase) is due to the employment by Government of a larger European staff, and to increase in trading activities, and to the arrival of more Missionaries in the Territory.

## Chapter II : Occupations and Labour

Basutoland is a pastoral country without factories or industrial undertakings. There are no Trade Unions, although legislation governing such exists. Since the produce of the land cannot support the total population, many able-bodied Basuto leave the Territory to take up or seek employment in the Union of South Africa. The following table shows the number of passes issued in 1946 and in 1947.

<i>Mines</i>	1946	1947
Gold . . . . .	23,578	19,304
Coal . . . . .	3,007	3,176
Diamonds . . . . .	148	209
Manganese . . . . .	—	—
Other Mines . . . . .	259	499
<b>Total Mines</b>	<b>26,992</b>	<b>23,188</b>
<i>Agricultural</i> . . . . .	1,983	1,688
<i>Miscellaneous Labour</i> . . . . .	13,497	10,262
<b>Total</b>	<b>42,472</b>	<b>35,138</b>

The gold mines of the Witwatersrand continue to affect to a substantial degree the economic position of the Territory, employing annually large numbers of Basuto. At the close of the year 1947, 30,888 Basuto were employed in these mines as compared with 35,136 in 1946. The difference between the number of passes issued and the workers employed on the mines is largely accounted for by the numbers who remained on at the mines from previous years. It is also evident that many Basuto are staying on the Reef after the completion of their contracts, instead of returning home, finding casual employment and helping to cause overcrowding in the Johannesburg locations.

Many of the Basuto on the Witwatersrand remit money to their families in Basutoland through the Native Recruiting Corporation, Limited, and the Native Deposit and Remittance Agency, and a large percentage of the natives recruited for the mines defer a portion of their earnings for payment to them on their return to Basutoland. Many of them also make remittances through the post, and it is estimated that an amount at least equal to the amount remitted through other channels is remitted in this way, though statistics cannot be obtained. During the year £128,989 was remitted by the Basuto to their families through the Native Recruiting Corporation, and £136,287 was paid out as deferred wages.

During the year 1932 an office was opened temporarily in Johannesburg for collecting tax from Basutoland natives employed on the Witwatersrand. At the beginning of 1935 the Agency was permanently established and it has been maintained ever since. The Agency at first dealt only with the collection of revenue, but it soon began dealing with the domestic affairs of the Basuto on the Witwatersrand, encouraging them to save money, giving them home news, counteracting as far as possible the temptations of their environment, repatriating those who are indigent and, generally, giving advice and assistance to them whenever required.

The Bechuanaland Protectorate and Swaziland now share in the Agency which thus deals with natives from all three High Commission Territories, both in regard to the collection of taxes and in general welfare work.

The Amount of Basutoland tax collected at the Agency was £38,634 in the year 1937-8, £74,101 in the year 1946, and £82,537 in 1947.

The Government protects labourers by stopping recruitment for any mine or other concern where the conditions of work are not good. All labourers recruited by agents in Basutoland for work outside the Territory have to be attested before a European official and the contract must be according to Government regulations.

In the Territory itself there is no great demand for industrial labour. A small number of natives find employment with transport concerns and as shop and warehouse assistants, and there is always a certain demand by Government for labourers on road making and anti-soil erosion work and the like. Otherwise each man works on his own or his family's lands.

#### LABOUR LEGISLATION.

Proclamation No. 37 of 1936 enables the High Commissioner to regulate the level of wages paid to natives in any occupation or in any area within the territory. A minimum wage-level may be prescribed by Notice in the Official Gazette.

Proclamation No. 71 of 1937 regulates the conditions of employment of women, young persons and children in industrial undertakings, and prohibits the employment of any person under the age of 12 years in any such undertaking, whether public or private, unless it shall be owned by that child's parents.

Proclamation No. 5 of 1942 amended and consolidated the law relating to the recruitment and contracts of the employment of Basuto for work in the Union of South Africa.

There was no labour legislation in 1947.

#### WORKMEN'S COMPENSATION.

No specific legislation exists in Basutoland at present, cases being dealt with under the common law. Thus an injured employee can recover damages from his employer by civil action. The question of introducing legislation in this Territory is under consideration.

#### WAGES AND COST OF LIVING

Due to war conditions and the scarcity of consumer goods throughout the world, there has been a sharp rise in the cost of living in Basutoland.

To compensate for this it has been the policy of the Government to pay cost of living allowances to all employees, both European and African which is calculated on a basis of 38% above the 1938 cost of living index. Unmarried employees receive less.

#### TRADE UNIONS.

It was a necessary condition for obtaining assistance from the Colonial Development Fund that facilities should be provided for the establishment and activities of Trade Unions. There had previously been no need for such legislation in Basutoland owing to the total lack of Industries.

Proclamation No. 17 of 1942, entitled the Basutoland Trade Unions and Trade Disputes Proclamation, has provided for the registration and regulation of Trade Unions in Basutoland and for the orderly settlement of Trade disputes.

By the end of 1947 no Trade Unions had been registered in Basutoland.

## Chapter III : Public Finance and Taxation

The following is a comparative statement of revenue and expenditure for the last five years :—

Head	REVENUE				
	1942/3	1943/4	1944/5	1945/6	1946/47
	£	£	£	£	£
Native Tax . . . . .	181,519	188,677	194,246	198,528	233,360
Customs and Excise . . . . .	141,004	153,992	176,715	214,521	340,387
Posts and Telegraphs . . . . .	20,939	29,045	28,353	56,816	55,947
Licences . . . . .	10,521	10,817	11,333	12,042	13,964
Fees of Court or Office . . . . .	2,723	3,521	3,438	4,419	4,326
Judicial Fines . . . . .	968	1,114	1,464	1,455	2,626
Income Tax . . . . .	26,059	25,941	30,247	49,408	59,486
Personal and Savings Fund Levy . . . . .	1,512	2,368	3,225	4,210	145
Excess Profits Duty . . . . .	23,075	53,490	66,980	73,502	40,557
Trade Profits Special Levy . . . . .	—	1,945	1,018	3,068	2,317
Poll Tax . . . . .	1,843	1,855	1,854	1,886	1,988
Fees for Services Rendered . . . . .	1,654	2,019	13,426	12,360	15,240
Interest . . . . .	3,915	3,332	4,943	3,999	4,147
Wool and Mohair Export Duty . . . . .	17,797	20,714	22,589	23,494	26,262
Miscellaneous . . . . .	14,069	25,969	7,672	13,052	26,377
Education Levy . . . . .	21,338	22,193	22,871	23,382	—
New Car Sales Tax . . . . .	—	—	—	—	—
	468,936	546,992	590,374	696,142	827,13 <sup>9</sup>
Colonial Development Fund . . . . .	—	—	5,374	27,792	36,165
Total . . . . .	£468,936	546,992	595,748	723,934	863,304

## EXPENDITURE

<i>Head</i>	1942/3	1943/4	1944/5	1945/6	1946/7
Resident Commissioner	16,447	18,882	22,574	25,962	29,284
District Administration	29,179	33,103	43,235	48,223	41,831
Police & Prisons . . .	43,253	50,518	59,940	68,148	88,096
Posts & Telegraphs . .	13,853	16,709	19,736	21,268	25,842
Judicial & Legal Department . . .	3,567	3,359	6,047	9,008	12,010
Public Works Department . . .	5,164	6,041	7,442	10,883	12,300
Public Works Recurrent . . .	28,958	36,714	52,368	54,806	52,241
Public Works Extraordinary . . .	18,115	11,985	25,951	84,270	61,166
Medical . . . . .	38,369	40,958	58,935	59,361	62,860
Education . . . . .	72,831	76,122	89,196	130,679	145,378
Agricultural and Veterinary Services . . .	18,060 } 15,301 }	25,506 } 15,654 }	74,405	78,022	63,060
Allowances to Chiefs and Headmen . . .	13,179	10,844	12,135	11,583	5,861
Basutoland and District Councils . . . . .	2,021	2,016	2,961	5,631	68
Leper Settlement . . . . .	21,611	21,776	26,813	28,037	28,192
Pensions & Gratuities . . . . .	18,025	20,915	23,974	22,689	27,261
Miscellaneous . . . . .	11,167	9,050	12,930	13,664	58,487
Afforestation . . . . .	—	1,702*	—	—	—
Anti-soil Erosion . . . . .	16,890	18,094†	—	—	—
Grant to National Treasury . . . . .	—	—	—	—	71,500
Contribution to National Treasury . . . . .	—	—	—	—	49,000
<b>Total Expenditure . . .</b>	<b>£385,990</b>	<b>419,948</b>	<b>538,642</b>	<b>672,234</b>	<b>834,437</b>

\* Now included under Agricultural and Veterinary Services. Years 1945/6 and 1946/7 provided for under Colonial Development and Welfare Schemes.

† Now Provided for under Agricultural and Veterinary Services.

## LIABILITIES AND ASSETS

The Surplus balance at the 31st March, 1947, amounted to £540,867.

The detailed statement of Assets and Liabilities at 31st March, 1947, is as follows :—

LIABILITIES				ASSETS			
<i>Deposits</i>	£	s	d	<i>Cash</i>	£	s	d
Chamber of Mines	91	16	4	With Bank and Sub-Accountants	140,937	12	11
Bechuanaland & Swaziland Tax Account	2,185	10	0	With Crown Agents	449	16	9
Basuto National Treasury	40,000	0	0	In Joint Colonial Fund	210,000	0	0
Stores Imprest	8,485	0	0	Imprest Account	5	0	0
Miscellaneous	41,041	12	5				
<i>Carried forward</i>	£91,803	18	9	<i>Carried forward</i>	£351,392	9	8

*Brought forward* £91,803 18 9*Brought forward* £351,392 9 8*Special Funds*

Basutoland Wool & Mohair Fund	30,257	0	10
Guardians Fund	2,294	9	1
Savings Fund	7,026	11	4
Basutoland War Levy Fund	81,597	19	11

*Investments*

British Govern- ment Loan	130,000	0	0
Basuto National Treasury	40,000	0	0
Union Stock	135,324	17	9

*Advances*

Colonial Develop- ment Fund	13,034	19	0
Basuto Soldiers Benevolent Fund	10,873	13	11
	236,888	13	6

Miscellaneous	40,612	2	1
A.P.C. Pensions	47,632	11	3
Stores Suspense Stocks	32,808	9	1

Balance on 1st April  
1946

526,673 8 6

Surplus to 31st  
March 1947

14,212 2 8

£777,775 4 8

South African  
Railways

4 14 10

£777,775 4 8

## ESTIMATED FINANCIAL POSITION AT 31ST MARCH, 1948.

The Estimates for the year provided for a surplus of £50,685 and the surplus balance at 31st March, 1948, was estimated at £570,838. The actual revenue for the year 1946/47, which opened with a surplus balance of £526,673 amounted to £827,139 which was £155,276 more than the original estimate of £671,863. This was attributed mainly to a greater contribution by the Union Customs Department, sales of a special issue of Royal Visit stamps and an improvement in trading conditions generally. During the year a sum of £21,481 was received to the credit of General Revenue from the Colonial Development and Welfare Fund in respect of expenditure incurred on Anti-Erosion Measures in the previous financial year.

Expenditure for the year exceeded the estimate of £757,404 by £77,033. The main reasons for the variation in the estimated and actual figures were the expenditure on the Royal Visit, tarring of the Maseru roads and revoted expenditure on buildings. Thus, the position at the end of this year revealed an accumulated surplus of £540,886 which was arrived

at as follows :

Accumulated surplus, 1st April, 1946	£526,673
Receipt from Colonial Development and Welfare Fund ... ..	21,481
Appreciation of Investments ... ..	30
	<u>£548,184</u>
Actual Revenue 1946/47	£827,139
Actual Expenditure 1946/47	<u>834,437</u>
	7,298
	<u>£540,886</u>

The Estimated financial position at 31st March, 1948, is as follows :

Accumulated surplus balance at 1st April 1947 ... ..	£540,886
Revised Estimated Revenue 1947/48 ... ..	£813,338
Revised Estimated Expenditure 1947/48 ... ..	<u>£826,615</u>
	£ 13,277
	<u>£527,609</u>

#### MAIN HEADS OF TAXATION.

##### *Native Tax.*

The rate of tax is 34/- for each adult male domiciled in Basutoland; the more wealthy people pay 40/-. In addition a tax of 25/- is payable for each wife after the first but no native is liable to pay tax for more than two additional wives.

Revenue from native tax is estimated at £253,000 for the financial year ending 31st March, 1948.

##### *Customs and Exise.*

A total of £357,400 is expected to be received from the Government of the Union of South Africa as Basutoland's share of the Union customs under the Customs agreement. This sum represents .88575 per centum of the gross customs revenue of the Union of South Africa.

##### *Trading Licences.*

A schedule of trading licences is given in Proclamation No. 28 of 1928. The more important licence fees are as follows :—

General Dealer . . . . .	£25
Commercial travellers . . . . .	£15 and £25
Trading Agent . . . . .	£15
Specific trades, between . . . . .	£ 2 and £10

##### *Income Tax.*

The rates fixed for the tax year ended the 30th June, 1947, were :—

(1) *Normal Tax:* (a) In the case of public companies, for each pound of the taxable income, four shillings.

(b) In the case of persons other than those referred to in paragraph (a), for each pound of the taxable income, eighteen pence increased by one-thousandth of a penny for each pound of the taxable income in excess of one pound subject to a maximum rate of three shillings and three pence in every pound.

Provided that for a married person the rate for each pound of the taxable income shall be fifteen pence increased by one one-thousandth of a penny for each pound, subject to a maximum rate of three shillings in every pound.

Provided further that there shall be added to the amount of tax calculated in accordance with the preceding provisions of this sub-paragraph (including the first proviso thereto) a sum equal to forty-five per centum of the net amount arrived at after deducting the rebates provided in section seven of the principal law (as amended) from the amount of tax so calculated in the case of married persons, and in the case of other persons, except public companies, fifty per centum.

(c) In the case of any person, not being a married person or a company, three pounds if the taxable income of such a person exceeds two hundred and fifty pounds. Provided that this amount shall be reduced by one pound for each dependant of such person.

(2) *Super Tax*. In the case of a person other than a public company, when the amount subject to super tax exceeds one thousand, seven hundred and seventy-five pounds, for each pound two shillings increased by one four-hundredth of a penny for each pound of such income in excess of one pound, subject to a maximum rate of seven shillings and sixpence in every pound. Provided that there shall be added to the amount of tax calculated in accordance with the preceding provisions of this paragraph a sum equal to fifty per centum of the net amount arrived at after deducting the rebate of two hundred and ten pounds, in the case of married persons and in the case of other persons, except public companies, a sum equal to fifty-five per centum.

*Rébate—Normal Tax*. From the amount of tax payable there shall be deducted in the case of:—

(a) companies, the sum of forty-five pounds ;

(b) persons other than companies :—

(i) The sum of twenty pounds : provided that in the case of a married person the sum to be deducted shall be twenty-two pounds ;

(ii) in respect of each unmarried child or stepchild of the taxpayer who was alive during any portion of the year of assessment, for which the assessment is made, and was not, or would not have been had he lived, over the age of eighteen years, or if he was wholly dependent for his maintenance upon the taxpayer, over the age of twenty-one years, on the last day of the said year of assessment, the sum of seven pounds, ten shillings : Provided that a parent who has been divorced or separated under a judicial order or written agreement shall not be allowed the deduction in respect of any child born of the marriage in connection with which the divorce or separation has taken place, unless—

(a) he has maintained during such period such child and

(b) there has not been deducted the cost of such maintenance from his taxable income ;

(iii) in respect of premiums paid by such person during the year of assessment upon policies under which he, his wife, children or stepchildren referred to in the preceding paragraph, is or are insured against death, accident or sickness and fees or subscriptions paid by such person during the year of assessment to any benefit fund, the sum of one shilling for each pound or part thereof paid in respect of premiums, fees and subscriptions, subject to a maximum deduction of two pounds and ten shillings : Provided that no allowance shall be made in respect of insurance under a policy of motor insurance, or under any other policy, if the amount paid as premium for such other policy has been allowed as a deduction from income of the taxpayer under the provisions of section twelve ;

(iv) in respect of each dependent the sum of two pounds.

2. In any case in which the period assessed is less than twelve months, the deductions under paragraphs (a) and (b) (i) (ii) and (iv) of sub-section 1 shall be such amounts as bear to the full amount of the respective deductions provided for under the said paragraphs the same ratio as the period assessed bears to twelve months.

3. There shall be deducted from the amount of income tax assessed in any year the amount of Poll Tax for that year by any person under the Basutoland Poll Tax Proclamation, 1933, as amended, on production to the Collector of the relative Poll Tax receipts or duplicates thereof.

The expression "married person" means any person who—

- (a) during any portion of the period in respect of which the assessment is made was married or was a widower or widow ; or
- (b) during the whole of such period was divorced or separated under a judicial order or written agreement, provided such person is entitled to the deduction in respect of a child under paragraph (b) (ii) of sub-section 1 of this section.

#### *Excess Profits Duty and Traders Profits Special Levy.*

These duties imposed as a war measure were repealed during the year. The present collections made during the year represented assessment on incomes earned prior to 30th June, 1946.

The sources from which taxable incomes were derived and the amount of taxes assessed for the year 1946 are as follows :—

<i>Source</i>	<i>Taxes assessed</i>
General Traders . . .	£97,763
Civil Servants . . .	5,616
Employed Persons . . .	4,085
Others . . . . .	300
Non-Residents . . .	45
	<hr/> £107,782

The taxes assessed, include Normal Tax, Super Tax, Excess Profits Duty and Trade Profits Special Levy.

The number of incomes assessed for the tax year 1946 and the total amount of taxable incomes in the categories shown are :—

<i>Numbers</i>	<i>Categories</i>	<i>Total of Taxable Income</i>
	£	£
93	500 and under	35,612
113	501– 750	70,873
62	751–1000	52,999
49	1001–1500	59,812
32	1501–2000	54,631
52	Over 2000	276,462
<hr/> 401		<hr/> £550,389

The taxes paid during the 1946/47 financial year are as follows :—

Normal Tax	£37,142
Super Tax	22,344
Excess Profits Duty	40,557
Trade Profits Special Levy	2,317
Personal & Savings Fund Levy	144
	<hr/> £102,504

### *Stamp Duty.*

Stamp duties are levied in the territory and the duties and fees payable are specified in the Schedule to Proclamation No. 16 of 1907.

### *Estate Duty.*

The rate of estate duty chargeable upon each pound of the dutiable amount is three ten thousandths of a pound for every completed one hundred pounds or part thereof contained in the dutiable amount subject to a maximum rate of six shillings and eightpence in each pound.

From the amount of duty determined at the rate calculated there is a rebate of £300.

### *Wool and Mohair Export Duty.*

The Wool and Mohair Fund was established under Proclamation No. 39 of 1931. The Levy is now one half-penny per pound upon all Wool and Mohair exported from the Territory. This levy was imposed as a specific measure for the benefit of the industry. The balance standing to the credit of the fund on the 31st March, 1947, was £30,257.

### *Poll Tax.*

The rate is £3 per annum payable half yearly on the 1st of January and 1st of July by all adult males who do not pay native tax.

## POSTS AND TELEGRAPHS.

The Revenue amounted to £55,947 during the financial year ended 31st March, 1947, and the expenditure to £25,842.

During the financial year 1946/47 money orders to the value of £37,424 : 2 : 7 were issued and £49,965 : 11 : 8 paid.

Postal Order transactions were as follows :—

Union issued	£16,855 : 10 : 0	Union Paid	£29,990 : 11 : 0
British issued	782 : 4 : 6	British Paid	3,738 : 16 : 9

The Union Post Office Savings Bank System is in operation in Basutoland, and the following deposits and withdrawals at Post Offices in the Territory were made during the financial year 1946/47 :—

Deposits : £135,545 : 17 : 4d. Withdrawals : £889,989 : 12 : 3d. This compares with £36,740 and £31,770 respectively in the financial year 1937/38 and the large increase is due to the money representing deferred pay and gratuities which has been paid into Post Office Savings Bank account for returned soldiers of the African Pioneer Corps.

Basutoland has its own postage and revenue stamps. The King George VI issue was placed on sale on 1st April, 1938. There are twelve denominations ranged in the following order, the first eleven being postage and revenue stamps :  $\frac{1}{2}$ d, 1d,  $1\frac{1}{2}$ d, 2d, 3d, 4d, 6d, 1s, 2/6, 5/-, 10s., and, for revenue purposes only, £1. The respective colours are green, red, light blue, purple, blue, grey, light brown, orange, dark brown, blue purple, olive and black. One design only is used, which contains a vignette of His Majesty, the King, placed above a scene depicting the Maluti mountains and the Orange river, while in the foreground is a representation of a crocodile—the emblem of the ruling house of Moshesh.

In commemoration of the Royal Visit a special issue of stamps in four denominations, viz : 1d, 2d, 3d, and 1/- were on sale at Post Offices throughout the Territory. The issue proved most popular as large quantities of these stamps were sold to collectors all over the world.

The value of this issue sold by the 31st March, 1947, was £46,478 and the following two months yielded a further £27,228. This amount has not been included in the above revenue figures.

*Telegrams.* Services restricted or suspended during the war period have been restored almost to normal, and a satisfactory increase in all classes of traffic is being maintained. Certain old routes have been rebuilt and renovated as material and labour permitted.

*Telephones.* There is a big demand for new services in urban and rural areas. Owing to shortage of material and labour only a limited number was completed during the year. Extensive development, including several public offices in rural areas, is anticipated during the next two or three years.

*Mails.* Suitable facilities exist in the lowlands and at a number of points in the mountains. Full postal facilities are however badly needed in the mountain area, and will be provided as road communications develop. In the meantime an air mail service to Mokhotlong is under consideration.

*Wireless.* Experimental Stations at Maseru and Mokhotlong have been established. This service is restricted to Government work and the result is very satisfactory. Permanent and more powerful equipment will be installed shortly when the service will be opened to public traffic.

*Staff.* The serious depletion of competent staff during the war is still felt but there are signs of improvement. During the difficult period, all members displayed loyalty and co-operation. With the exception of one office, telephone operating is performed by Africans. Mails and counter duties are performed mostly by Africans. When conditions permit a telegraph school will be opened where suitable candidates will receive a course of training under a European Schoolmaster. Progress will be slow and unlimited patience required but it is hoped to obtain satisfactory results during the next 3 or 4 years.

#### RAND AGENCIES.

The Rand Agencies, under an officer termed "The Agent for the High Commission Territories", and two deputy Agents, continued to discharge their duties of collecting taxes and of investigating complaints of miners, principally connected with domestic matters, and keeping them in touch with their homes.

The agents also inspected the working conditions in the coal mines of Natal, the diamond mines in Kimberley, the steel works at Vereeniging and at the newly opened Gold Mines in the Odendaalsrust area of the Orange Free State, where natives of the High Commission Territories are employed. The following collections of Revenue were made during the year ending 31st December, 1947.

Basutoland	... ..	£ 82,537
Bechuanaland Protectorate	... ..	16,244
Swaziland	... ..	11,844
TOTAL		<u>£110,625</u>

#### OFFICE ACCOMMODATION.

Negotiations were initiated for the acquisition of sites at Springs and Randfontein for the erection of new offices and accommodation for the European and African staff of these Sub-Agencies, and options on suitable sites of approximately three acres were obtained. The proposal for new office accommodation at Johannesburg for the Agency was taken up with the Municipal authorities and plans are now being formulated for combined office accommodation to house all local departments and administrations dealing with native affairs.

## Chapter IV : Currency and Banking

There are no agricultural or co-operative banks within the Territory; but the Standard Bank of South Africa Limited has a branch office at Maseru. This is the only Bank in the Territory.

The Currency is provided for under Proclamation 2 of 1933 and is the same as in the Union of South Africa.

There have been no important developments under this head during the year under review.

## Chapter V : Commerce

The most important factor characterising the external trade of Basutoland is the excess of imports over exports of goods. The monetary value of this adverse balance amounted to £740,748 in 1947 as compared with £347,614 in 1938. The same figures for 1945 and 1946 are respectively £1,123,465 and £1,570,975. This continued adverse balance is rendered possible by the existence of an export of labour to the mines and farms in the Union resulting in an influx of cash to Basutoland. The large and steady increase in imports during the war years in spite of the relative shortage of consumer goods and increased prices is due to the fact that there was more money in circulation within the Territory. The dependants of the 20,000 Basuto soldiers who joined the Forces received regular monthly allotments averaging between £2 and £3 per month. Some of this money was invested in the Post Office Savings Bank but most of it was spent on imported merchandise. In 1946 demobilisation took place and the Basuto soldiers returned home receiving their deferred pay and gratuities which in the majority of cases was spent at local trading stores. The year 1946 was therefore a peak year for imports. Though it is not likely that exports will ever again exceed imports in value, it will be observed that the value of imports was considerably less in 1947 and it is anticipated that this downward trend will continue for some years.

Practically the whole of the retail trade is in the hands of Europeans, although during the past few years the number of trading licences taken out by Basuto has increased steadily and is likely to rise considerably in the next year or so as many ex-soldiers are now anxious to engage in trade.

In normal years the most important exports of the Territory are wool, wheat, mohair and cattle. In 1946 the export of wheat and maize and kaffir-corn was negligible owing to the food shortage. In 1947, owing to a better season the export of these crops was again permitted and the figures have consequently risen.

The values exported in 1946 and 1947 bore the following proportions to total exports :—

	1946	1947
Wool . . . . .	68%	48%
Wheat . . . . .	47	4.1
Mohair . . . . .	16	9
Cattle . . . . .	5	5.8

During the war years the prices of wheat and cattle rose considerably. The prices of wool and mohair also rose resulting in an increased export. The price of wool again increased in 1947 and although the export of wool was less than in 1946, the price received for it was actually greater than in 1946.

TABLE I

*Value in £'s of total imports and exports for the years 1920, 1928, 1936 and 1938-1947.*

	Imports £	Exports £
1920 . . . . .	1,180,986	937,038
1928 . . . . .	921,573	1,013,392
1936 . . . . .	712,125	302,193
1938 . . . . .	749,126	401,512
1939 . . . . .	866,403	405,517
1940 . . . . .	875,280	461,666
1941 . . . . .	992,924	531,447
1942 . . . . .	1,033,328	459,589
1943 . . . . .	1,118,747	464,621
1944 . . . . .	1,422,525	516,538
1945 . . . . .	1,624,734	501,269
1946 . . . . .	2,056,182	485,204
1947 . . . . .	1,628,521	887,773

TABLE II

*Values and quantities of principal imports for the years 1946 and 1947.*

	Quantity		Value in £	
	1946	1947	1946	1947
<i>Merchandise:</i> . . . . .	—	—	1,697,662	1,516,530
<i>Livestock:</i> . . . . .	No.	No.		
Horses, Mules etc . . . . .	1,984	644	16,848	3,501
Cattle . . . . .	4,193	5,308	29,934	34,159
Sheep & Goats . . . . .	10,426	1,570	11,014	2,099
<i>Grain:</i> . . . . .		Bags		
Wheat & Wheatmeal . . . . .	28,140	14,344	51,084	27,708
Maize & Maizemeal etc. . . . .	174,755	23,536	227,701	32,612
Kaffir Corn . . . . .	6,460	2,379	17,326	4,994
Other Produce . . . . .	—	—	4,613	6,918
		Total	2,056,182	1,628,521

TABLE III

*Values and quantities of principal domestic exports during the years 1946 and 1947.*

	1946	1947	1946	1947
<b>Livestock:</b>				
Horses, Mules etc. . . .	120	47	1,836	460
Cattle . . . . .	2,450	8,740	25,339	51,755
Sheep & Goats . . . .	1,748	1,893	2,584	5,229
<b>Grain:</b>				
	<b>Bags</b>			
Wheat & Wheatmeal . . .	127	113,775	232	36,772
Maize & Maizemeal etc. .	530	38,456	864	46,349
Kaffir Corn . . . . .	240	80,966	580	149,350
Beans, Peas . . . . .	13,386	30,966	36,826	70,035
Barley . . . . .	—	234	—	164
Oats . . . . .	23		69	
<b>Wool &amp; Mohair:</b>				
	<b>lbs.</b>			
Wool . . . . .	10, 604,433	9,765,902	328,913	422,900
Mohair . . . . .	1,370,803	1,249,623	80,162	80,335
<b>Hides &amp; Skins:</b>				
	<b>lbs.</b>			
Hides . . . . .	74,097	274,933	3,807	16,985
Skins . . . . .	42,851	118,317	1,080	4,775
<b>Miscellaneous:</b> . . . .			2,915	2,664
	<b>Total</b>		<b>485,207</b>	<b>887,773</b>

TABLE IV

The following comparative table for 1946 and 1947 indicates the country of origin of motor vehicles registered in the Territory.

(a) *Private Motor Vehicles and Taxis.*

Country of Origin	New Registrations		Total Registrations.	
	1946	1947	1946	1947
Great Britain . . . . .	8	5	19	24
Canada and United States of America . . .	120	141	510	585
Germany . . . . .	—	—	2	—
Italy . . . . .	—	—	1	—
France . . . . .	1	1	1	5
<b>TOTAL</b>	<b>129</b>	<b>147</b>	<b>533</b>	<b>614</b>

(b) *Commercial Vehicles*

Great Britain . . . . .	2	2	10	14
Canada and U.S.A. . . .	68	41	214	215
<b>TOTAL</b>	<b>70</b>	<b>43</b>	<b>224</b>	<b>229</b>

(c) *Motor Cycles*

Great Britain	.	.	.	2	2	5	6
U.S.A.	.	.	.	1	—	1	2
				<hr/>	<hr/>	<hr/>	<hr/>
TOTAL				3	2	6	8

## OBSERVATIONS

From Table I it will be seen that the total value of imports increased steadily from 1936 to 1946 while the total value of exports has remained fairly constant. It is interesting to note that in 1928 exports were greater than imports. This favourable trade balance has not been repeated since 1928. In the year 1946 imports valued at over two million pounds reached the highest figure yet and export figures decreased as compared with 1944 and 1945.

The sharp increase in the value of imports was due to the rising cost of consumer goods. Higher wages paid to labourers, military allotments, gratuities and deferred pay of ex-soldiers, have enabled a large section of the community to pay for these goods at increased prices. This has now come to an end and there has been a falling off in the purchasing power of the consumer during the year under review, with the result that imports have decreased by £427,661 in value as compared with the year 1946.

*Merchandise.*

The amount of Merchandise imported in 1938 amounted to £678,260 in value as compared with £1,697,662 in 1946 and £1,516,530 in 1947.

*Wool.*

With the decline in the export of wheat due to food shortage in the Territory, wool is at present the most important export. In 1938 the amount of wool exported was 6,461,852 lbs. as compared with 10,077,586 lbs. in 1946 and 9,765,902 lbs. in 1947. The favourable price received for wool has resulted in a steady increase in the value of wool exports in the last few years.

*Maize, Sorghum and Wheat.*

The two main foodstuffs of the Basuto are maize and sorghum in that order, then wheat and peas third and fourth. The climate and soil of the mountains are favourable to the growth of strong wheat. In a normal year when crops are plentiful, some two thirds of the total wheat crop is usually available for export and wheat is often exchanged for maize at Traders' stores. The amount of maize, sorghum and peas imported invariably exceeds that which is exported.

*Cattle.*

Trek oxen from Basutoland have a good market in the Union of South Africa, though in 1947 the movement of cattle was restricted by the incidence of Lumpy Skin Disease in the Orange Free State and Natal.

*Imports.*

All the figures for imports given in the tables and elsewhere relate only to imports made by private individuals. In addition to these,

account must be taken of imports made by Government, which are very considerable.

Apart from food, the chief articles bought by Africans are clothing and agricultural implements. The clothing comes largely from the Union of South Africa, the implements chiefly from Canada. Motor cars are being bought in increasing numbers by Chiefs and African Traders, and the number of Native owned buses and commercial vehicles is also increasing due to the greater participation of Africans in commercial undertakings. A considerable number of the European population own motor cars.

Since all imports are made through the Union of South Africa, it is not possible to give figures detailing the country of origin of imports or destination of exports.

There is very little tourist traffic in Basutoland.

## Chapter VI : (1) Agricultural and Livestock Services, 1947

A recent geological survey has shown the complete absence of mineral wealth and so the future can hold out no prospects of any development in this direction. The wealth of the Basuto Nation must, therefore, lie in agricultural production. The chief exports, at present, are wheat and wool which bring an annual revenue of about £450,000 to the growers. Approximately 60,000 Basuto men are normally absent working in the mines and on farms in the Union of South Africa, this being a further source of "outside" revenue.

The staple foodstuffs are maize and kaffir corn, although wheat is being increasingly used in the mountain areas and in the southern lowlands.

It is estimated that of the 7,498,240 acres in the Territory, about 1,120,000 acres are under cultivation. Four-fifths of the country is steeply mountainous, the altitude varying between 5,000 feet and 11,000 feet.

The average rainfall is 29 inches. There is practically no timber in the country, cattle dung providing the main source of fuel.

*Staff.*

- 1 Director of Livestock and Agricultural Services.
- 1 Principal Veterinary Officer.
- 1 Principal Agricultural Officer.
- 1 Assistant Conservator of Forests.
- 1 Anti Erosion Officer.
- 3 Senior Agricultural and Livestock Officers.
- 8 Agricultural and Livestock Officers.
- 6 Anti Erosion Foremen.
- 1 Mechanic.
- 2 Veterinary Assistants.
- 110 Demonstrators and Assistant Demonstrators.
- 2 Forest Rangers.
- 2 Nurserymen.

**Soil Conservation.**

The progress made in the principal sections of the work is shown in the following schedule :—

<i>Measure</i>	<i>Prior to 1947</i>	<i>During 1947</i>	<i>Total to end 1947</i>
Area terraced Lowlands : acres ...	173,110.9	265,543.9	199,654.8
Length of terrace constructed			
Lowlands : Yards ... ..	18,018,510	2,610,458	20,628,968
Buffer Grass Strips Mountain : acres	130,063.6	34,139.3	164,202.9
Training Banks Mountain : acres	5,910	20,266.4	26,176.4
Dams Constructed ... ..	195	43	238
No. of Trees Planted ... ..	825,868	9,936	835,804

**Terrace Banks.**

The area in the lowlands, protected by terrace banks is the record one of 26,543 acres. This excellent result has been obtained by substituting for terrace banks one or two buffer grass strips, the number of buffer grass strips between terrace banks being dependant on the degree of the slope. The greatest problem is to prevent the silting up of terrace banks situated below steep and denuded slopes, and it has been found necessary to increase the grade very considerably, in some cases up to 1 in 5 in order to keep channels clean.

**Training Banks and Buffer Grass Strips.**

In the Mountains, which are inaccessible to heavy machinery, the work of stabilising the soil has been continued by the laying out of Buffer Grass Strips and the construction of graded training banks immediately above the arable land. These training banks are designed to hold the rush of water from above and to carry the surplus away on grade.

The Contract System, used in the construction of training banks, and described in last year's Annual Report has been continued very successfully and the scope extended from the Mokhotlong mountain area to the mountain areas of Quthing, Qacha's Nek, Mafeteng and Maseru.

During the year, the system was changed slightly as it was found that a four feet channel above the bank was not wide enough under certain conditions, while in other cases, it was unnecessary wide. Three types of training banks are now being constructed :—

- A heavy bank with a minimum channel width of 6 feet for which £1 per 100 yards is paid.
- A bank with a four feet to five feet channel for which 15/- per 100 yards is paid.
- A bank with a small channel of 3 feet in width for which 10/- per 100 yards is paid.

**EXPERIMENTAL WORK.**

The experimental work in progress may be discussed under two main headings, namely :— arable land and grass land.

(a) *Arable Land:* The problems under investigation at present are the multiplication of improved varieties of maize, kaffir corn and pear, manuring and crop rotational trials, grass ley trials and the introduction of new cash crops.

(i) *Maize*: As in previous years no significance could be attached to the results of the maize manurial trial in which application of various rates of kraal manure with or without phosphatic fertiliser are compared. It is noteworthy, however, that an application of ten tons per acre of kraal manure gave a 22% increase over the next highest yield. The soil on which the experiment was carried out is completely worked out, and no response of any kind could be attributed to applications of phosphate.

The land available for seed multiplication is very limited; 28 bags of 203 lbs., were reaped from 5½ acres, the varieties being Silver King, Bread Maize and American White Flint selections.

A grass ley experiment to compare the effect of a 2, 3, and 4 year ley of varying botanical composition with continuous maize cropping was laid down but had to be abandoned on account of the poor germination of grass seed. As a means of improvement in soil structure and fertility, it is felt that the establishment of grass leys may provide a partial solution to the problem of the fertility of the arable lands of the lowland.

(ii) *Kaffir Corn*: Work with this crop consisted of multiplication and observation blocks of selections from the better strains in the Territory. Further selections were made in the field during the season.

(iii) *Wheat: Wheat Variety Tests*: Wheat Variety Tests were conducted at Maseru (autumn sown) and Makhaleng (spring sown) with the following results:—

Variety	Maseru		Makhaleng	
	days to maturity	yield (lbs per acre)	days to maturity	yield (lbsp. acre)
Scheepers	202	1561	—	—
Ceres	204	1440	120	1500
Thatcher	202	1250	120	1200
Talberg	208	1210	132	1287
Marquis	204	1182	120	1250
Redweg	204	1163	—	—
Red Egypton	213	1122	—	—
Hope	204	1100	120	1000
Renown	202	1056	120	887
Reward	204	860	—	—
R/T 7/3	194	832	120	862
R/T 19/3	194	621	120	750

Observation plots grown at Makhaleng, showed that there is a possibility of large varietal improvements from single plant selections. In the past Basutoland had the reputation for producing a hard wheat of a quality suitable for blending with wheats lacking in baking qualities and it is desirable that this attribute be fully maintained. Yield and rust resistance from the basis of selection at present and baking quality is to be the subject of study when sufficient material is available for testing purposes.

Seven of the Reward and Talberg crosses were kept for further observations. Two of the better crosses were included in the variety

tests, and it will have been noted that they are not satisfactory from a yield view-point.

(b) *Grass Land*: The correct management of grassland forms one of the most important subjects for investigation within the Territory. It falls naturally into two sub-divisions, which will be considered as the *lowland problem* and the *mountain problem*. The dividing line is the altitude of approximately 7,000 feet.

(i) *The Lowland Problem*: Previous experimental work shows that on account of a lack of either frost resistance or resistance to drought little use can be made of exotic species in the reclamation work which is required in the lowlands.

In parts of Basutoland, soils have become completely worked out, and are no longer used for arable purposes. It is thought that the seeding of such lands before they are abandoned with *Eragrostis chloromelas* or *E. curvula*, two grasses very commonly found in the lowland, will bring a fairly rapid regeneration of these soils. These species are being used in the grass ley experiment outlined above.

Seed from *E. chloromelas* and *E. Curvula*, is very easily obtained. If these grasses produce good results experimentally, it will be possible to apply the practice of grass leys on a wide scale.

(ii) *The Mountain Problem*: The mountain areas are grazed mainly during the summer. The northern, north western, and north eastern slopes were originally covered with sweet (*Themeda*) grass, while the colder slopes grew 'sour' grasses of which *Festuca caprina* is the dominant species. Stock naturally congregate on the sweet grass with the result that this has been slowly eaten or trodden out, and its place taken by useless scrub, *Chrysocoma tenuifolia* predominating. The grazing value of the mountain slopes has steadily deteriorated; in addition *Chrysocoma* offers little resistance to soil erosion. A very large percentage of the mountain slopes has been damaged in this way, and it is considered to be the matter of most urgent and vital importance that these slopes should regain their former grass covering.

Experiments at Thaba Tšocu and Thaba Putsoa and elsewhere where controlled grazing is in progress, indicate that a return to *Themeda* may be achieved by simple restriction of stocking and rotational grazing. At Thaba Putsoa, an area which twelve years ago was covered with *Chrysocoma* and at that time was fenced, the return to *Themeda* is practically complete. This area is now being used for the determination of carrying capacity of mountain slopes which have returned to their climax vegetation. Alterations in vegetation are being checked by a system of transects, where the botanical composition of the veld is determined from time to time. The results of these observations will, however, have no immediate application.

The Paramount Chief has set aside an area of 1,150 acres at Thaba Tšoeu on which the good effects of rotational grazing may be demonstrated. Control was commenced three and a half years ago, and consists of a simple arrangement, whereby the grazing is completely rested every third year. The grazing as with most of the 'cattle post' areas, is only used during the six summer months.

The results of this demonstration are proving extremely satisfactory. There has been a large increase in the percentage cover, and also in the amount of *Themeda triandra*, the climax species to be seen. The Bitter Karoo Bush, *Chrysocoma tenuifolia* is no longer the dominant species, most plants obviously being unable to withstand competition with grass, or the damage caused by a wood borer. The latter appears to thrive where there is adequate grass cover. Since this area is not fenced, control being maintained by herd boys, the demonstration is well suited for general application.

#### FERTILITY OF ARABLE LAND.

The Basuto commonly use kraal manure as a fuel supply. By every possible method including the provision by Government on loan of a number of two wheeled carts, the people are being urged to return kraal manure and village refuse to the soil. Concurrently, a tree planting campaign has been initiated, in order to provide an alternative fuel in an otherwise practically fuel-less country. A system of subsidising the application of kraal manure and ash to arable land has been initiated and is showing promising results.

As a temporary war time expedient, super-phosphate has been used in the Territory. It is felt that this is incorrect as a long term policy to be adopted at present, and the use of superphosphates is not being encouraged, except in conjunction with the use of organic manure.

Rotation of Crops, and the greater use of legumes in the rotation, are being fostered.

#### WEATHER CONDITIONS.

Although the average rainfall for the Territory was below the 31 year average, it is satisfactory to be able to record that for the first time for many years a small exportable surplus of maize was grown. Planting rains were good throughout the Territory, and growing conditions subsequently were fair, except in the South Western and Eastern districts of Mophale's Hoek, Quthing, Qacha's Nek and Mokhotlong.

Average monthly rainfall figures recorded at the nine principal stations of the Territory are as follows :—

October . . . . .	3.58 inches
November . . . . .	3.10 "
December . . . . .	2.74 "
January . . . . .	2.65 "
February . . . . .	4.59 "
March . . . . .	2.79 "
April . . . . .	2.73 "
May . . . . .	1.09 "
June . . . . .	.71 "
July . . . . .	.49 "
August . . . . .	.12 "
September . . . . .	2.43 "
Total : <u>27.02</u>	inches

The above total of 27.02 inches is to be compared with the average rainfall for the Territory over the previous 31 years of 29.00 inches.

### PRINCIPAL CROPS.

As a result of better methods of cultivation and manuring, there was a considerable surplus of Maize, Sorghum, Kaffir Corn and Peas for export during the year. The following table shows the approximate production in 1947 and previous years, in bags of 203 lbs. gross.

Crop	1941	1942	1943	1944	1945	1946	1947
Maize	1,005,268	527,634	720,000	700,000	400,000	414,000	715,000
Sorghum	274,156	164,493	324,000	300,000	150,000	123,000	490,000
Wheat	394,688	182,187	360,000	416,000	325,000	156,500	350,000
Other Crops	73,593	36,796	40,000	56,000	40,000	32,000	36,000
TOTALS	1,747,705	911,110	1,444,000	1,472,000	915,000	725,500	1,591,000

### VEGETABLE GARDENS AND FRUIT TREES.

Many Basuto find difficulty in raising plants of such commonly grown vegetables as cabbages and spinach beet from seed. Trial plantings of seed were made in district nurseries in order to supply the demand for seedling vegetables and a ready sale was found for the resulting plants. Basuto who have grasped the technique of raising plants are being encouraged to sell plants to their neighbours.

An increase of 2,584 gardens cultivated on the advice of demonstrators has to be noted, bringing the total of such gardens to 13,026.

Over 700 seedling peach trees, 300 rooted vine cuttings and 50 quince trees were distributed during the year. Shortage of irrigation water resulted, in several cases, in a very poor germination of peach stones.

### FORESTRY.

The work done by the forestry section falls into two main categories, the reconnaissance and reporting which occupied most of the first half of the period, and the organization which characterised the second half, together with training of staff and opening of nurseries.

The Assistant Conservator of Forests assumed duty on the 1st December, 1946, and between this date and early May covered the mountain area of Basutoland fairly extensively on horseback and the lowlands, rather more sketchily, by car. Observations of the existing condition of the country from the forestry view point, together with suggestions for its future forest management were incorporated in a report which was submitted to the Government in June.

One of the proposals put forward in this report was for the establishment of four nursery centres and the building up of a stock of hardy young trees of the species particularly suitable for each quadrant of the country. This stock will be for the formation of experimental government plantations and for sale to the Basuto. It was decided to proceed with the fundamental step while the other proposals were receiving consideration. A nursery was opened at Peka and by the end of the period two Forest Rangers and two Nurserymen were thoroughly grounded in the elements of nurserywork and arrangements were in train for the opening of nurseries at other centres.

Experimental work has been started on a small scale and a few plots were laid out at Peka. Seed of two of the fifteen experimental species ordered from India has arrived and though one lot was delayed en route and had perished on arrival the other shows promise.

*Village and Reserve Tree Planting:* Tree planting during the year was practically confined to replanting of areas which had failed from accidental fire, drought or stock trespass. In all 1,130,000 trees were planted, consisting mainly of Poplar (*Populus canescens*) and Silver Wattle (*Acacia Dealbata*). The tree planting campaign is being continued against a certain amount of passive opposition from some quarters. This position was discussed at some length at the meeting of the Basutoland Council and as a result, it is probable that the present system of communal ownership is likely to be changed to a system of individual ownership. This should result in far greater interest being taken in the survival of the trees which have been planted.

#### LIVESTOCK AND VETERINARY WORK :

*Economic Aspect:* The season was on the whole favourable for the growth and maintenance of livestock, rainfall being about average in most areas, although the usual spring rains were later than normal. The market for livestock and animal products remained active at profitable levels in conformity with those prevailing in the Union under the present price controls. It is to be regretted, however, that despite the opportunity of off-loading redundant livestock at reasonable prices, the total export of cattle amounted to no more than 6,322 animals out of a total of (1947 Census) 429,518 cattle. Sheep export at 2,561 head out of a total of 1,702,977 may be described as negligible. In such circumstances, it will be obvious that the Basuto are largely uninterested, in common with other Africans, in the disposal of their livestock, preferring indeed to store their wealth in this form despite overstocking and other concomitant evils. Wool, and to a much lesser degree hides and skins, must continue to be the main sources of cash income from animal sources.

*Statistical Review:* The usual biennial census was taken in February, 1947 and revealed, as was indeed anticipated, a substantial overall increase in all categories of livestock—cattle in which there was a small decrease of 8,095 head, excepted. Numbers are shown separately in the Table of Statistics following, but it may be indicated here that these represent increases upon the 1945 census of 26,513 Horses, 158,254 Sheep, 105,039 Goats, 14,198 Donkeys and 706 Mules. It is a fair inference that the country is overstocked to a degree where cattle particularly are finding it more and more difficult to subsist and are becoming replaced by small stock, whose capacity for survival is usually greater under such conditions.

Despite the restrictions referred to (although their full effect will not be obvious until a year's working can be reviewed) the preponderance of imports over exports for the year ending September, 30th, 1947, must be noted viz :—

	<i>Cattle</i>	<i>Horses</i>	<i>Mules</i>	<i>Donkeys</i>	<i>Sheep</i>	<i>Pigs</i>	<i>Goats</i>
Imports	15,154	2,603	221	429	11,210	10	346
Exports	6,322	212	—	—	2,561	1	151

It is perhaps significant, in view of the generally overstocked nature of the country that there has been a considerable increase in comparison with the previous year, of the numbers of hides and skins exported.

	<i>Cattle Hides</i>	<i>Sheep &amp; Goat skins</i>
1945/6	9,074	18,422
1946/7	31,989	32,834

The sharp rise, in hide exports, particularly may be read against the reduction in the numbers of cattle revealed by census; it is a fair presumption that most of the animals concerned died from malnutrition and that much of this wastage could be prevented by better management, including the sale of old or redundant animals in the summer months, instead of which they are too frequently kept to extreme old age; these, together with immature types, frequently fail to survive the severe winter period, when grazing is simultaneously becoming extremely scarce.

**Animal Health:** As indicated in previous reports, malnutrition is the greatest single factor in this connection, diseases such as anthrax, quarter evil, and contagious abortion etc., do not occur to such degree as to constitute a menace, or even cause concern, while the country is so heavily over-stocked. It is to be noted, however, that in such conditions the incidence of disease as a cause of mortality as distinguished from malnutrition and sequelae, is more difficult to determine and caution is necessary before making any absolute claim.

#### ANIMAL HUSBANDRY.

**Small Stock:** The poundage of wool, classed under Government supervision, was 1,280,728, showing an increase of 239,528 lbs. on the 1945/46 season. Besides the above many traders throughout the Territory shear a considerable poundage of wool on the same standards of classing as the Government classing standards. In certain districts viz:—Teyateyaneng, Leribe and Mokhotlong, no Government classing was carried out.

Wool shorn by flock owners was simply classed, in most cases, before being offered for sale.

The total quantity of wool exported during the year was :—

Wool :— 10,084,909 lbs.

Mohair :— 1,193,931 lbs.

with the total value of £380,984 in the case of Wool and £79,393 in the case of Mohair.

Compared with the previous season, the poundage of wool exported shows an increase of 7,323 lbs., whereas mohair shows a decrease of 453,860 lbs.

Prices generally, though startling on about the same basis as the previous season, increased considerably later on. Imported Government lam's wool realised up to 22½d. per lb., at the coast.

During the current financial year, 475 Merino Rams were introduced from the Union for resale to sheep farmers making a total of 7,429 improved Merino Rams introduced since the inception of the Sheep Improvement Scheme in 1935. Supplies of rams available for purchase, especially in the Karoo were very limited, and it was not possible to purchase the full quota required. This shortage was due to the severe drought experienced in the Karoo sheep districts.

*Large Stock:* Cattle : The usual assistance has been provided for Africans owners in the form of prizes at the locally organized Agricultural Shows ; the castration of undesirable or redundant animals and other veterinary services, such as inoculations, mange treatment.

206 bulls, mostly Afrikanders, are in use at stud centres, or on loan to custodians throughout the Territory. It must regretfully be recorded that many of such loaned animals do not receive the care and attention which they deserve and during the year under review, several of the older animals have perished under their inclement conditions of maintenance.

*Equines:* 23 stallions mostly thoroughbred are at stud or on loan throughout the Territory, apart from a small number in private ownership. Although as stated in previous reports, the African might be better suited for most purposes with a smaller type of sires, horse owners' partiality for the thoroughbred sire and the resulting racing potential in the progeny, makes substitution with another breed problematical, if African approval is a pre-requisite to any change.

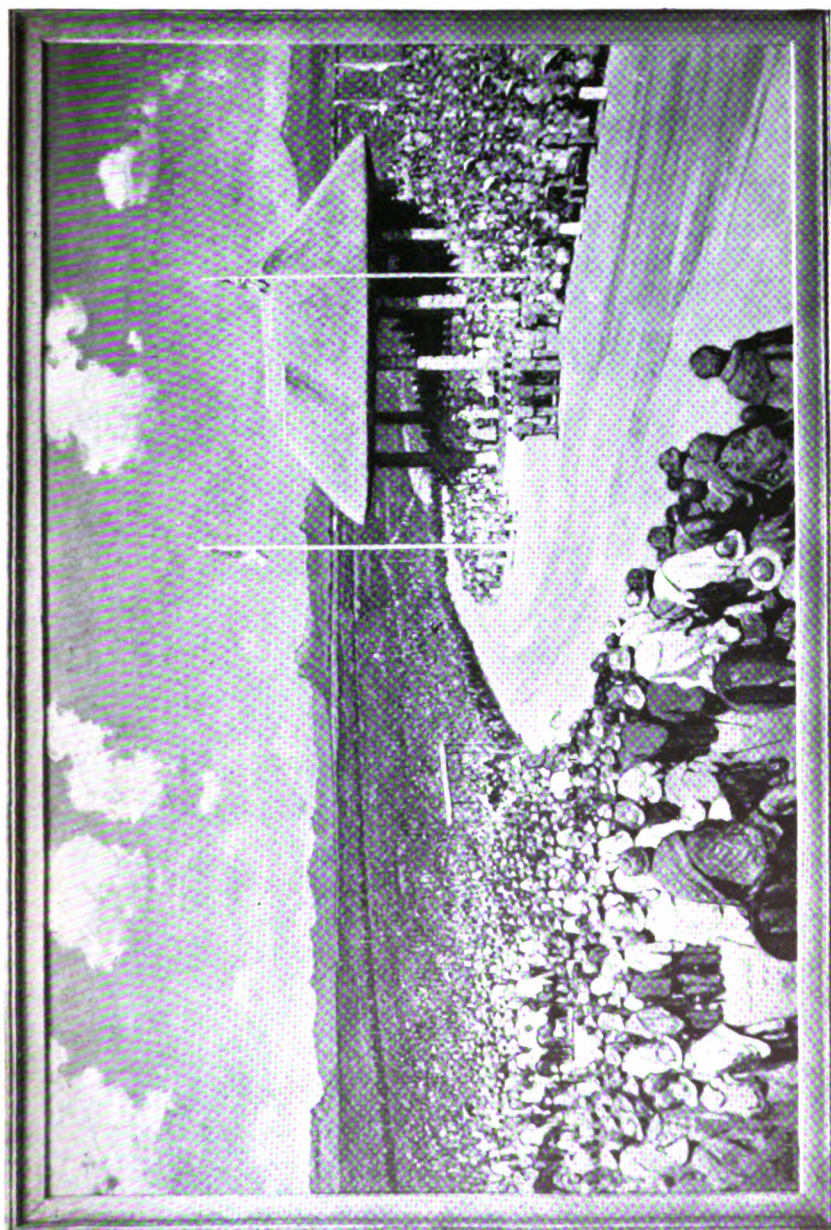
17 Donkey Jacks, for mule breeding, are at stud or available throughout Basutoland. This number includes an additional jack which was obtained during the year and stationed at the Mafeteng stud stables. During the year 221 mules were introduced from the Union, mostly by private individuals: As their general introduction is limited by their relatively high price, and these animals are so generally useful for pack work, it has been considered unnecessary to place them under the same restriction of introduction as are applicable to other categories of grazing animals:

*Pigs:* Two boars (Tamworth and Large Black) and four breeding sows (Large Black) are maintained at the pig breeding centre, Maseru.

*Poultry:* The breeds kept at the Government poultry breeding centre are Black Australorp, Rhode Island Red and Light Sussex. The two former breeds appear to be more suitable than the Sussex. First crosses with the native fowls do very well, and produce a bird of medium size with greatly improved egg production. During the year 190 cockerells and pullets were sold; the demand has in fact exceeded the supplies available from present breeding pens.

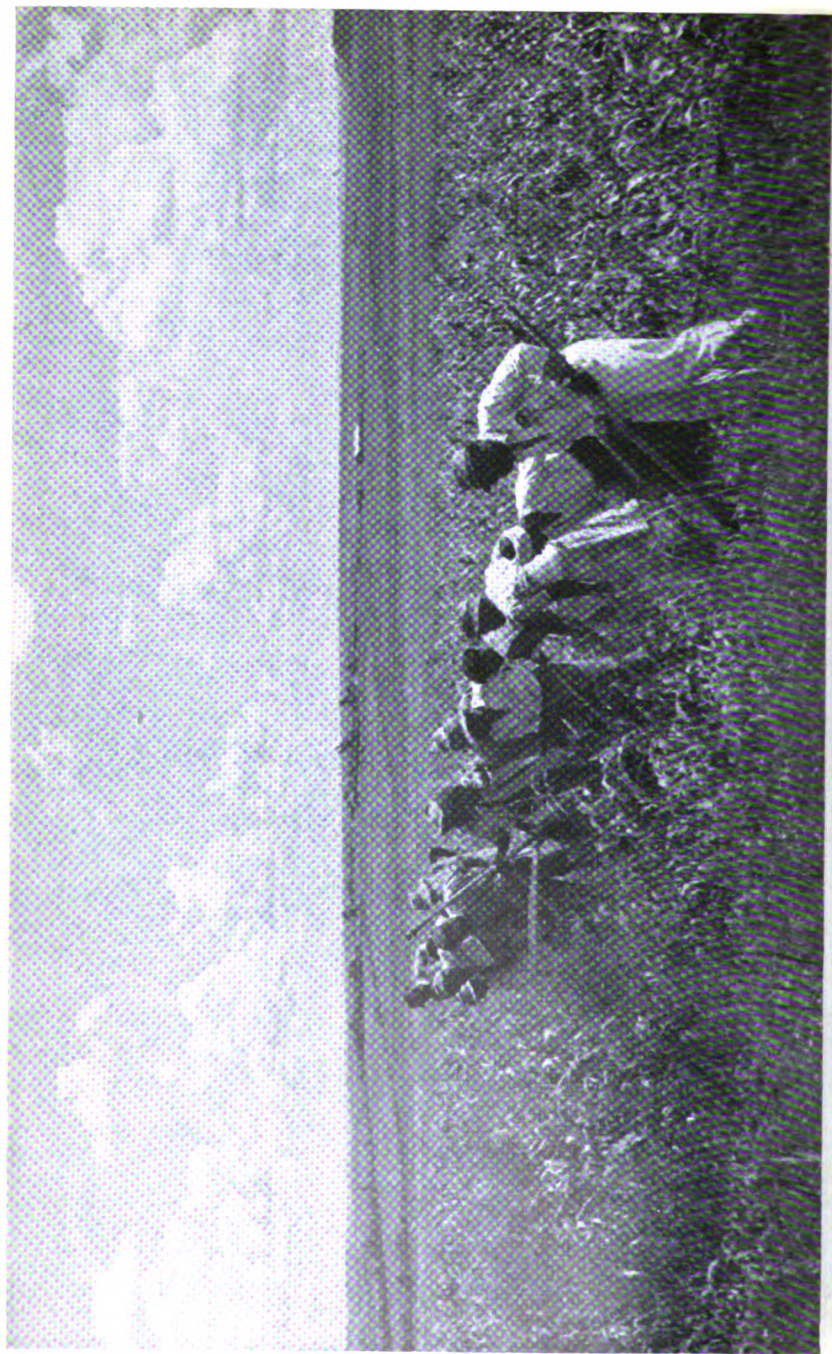
## (2) CO-OPERATIVE SOCIETIES

There are at present no Co-operative Societies in Basutoland. It is, however, proposed to begin a Co-operative Organization in the Territory on the lines of similar movements in other parts of the Colonial Empire. Before the organization is set up, it is necessary to have a fully trained staff, and for this reason an Administrative Officer has been sent to Britain to study this important aspect of Colonial Development under expert guidance. This officer will also have the opportunity of studying Co-operative Societies Organisations in Cyprus and Nigeria. On his return to Basutoland early in 1948, the necessary organisation will be established.



*(Picture painted by W. G. WILES)*

ROYAL VISIT TO BASUTOLAND 1947



*(Photograph by Pictorial Africa)*

WEEDING IN THE MEALIE LANDS



(Photograph by Pictorial Africa)

PREPARING THE MIDDAY MEAL



MAKING COWHIDE THONGS

(Photograph by  
Pictorial Africa)

## Chapter VII : Social Services

### (1) EDUCATION.

The main problem of education in Basutoland arise from its popularity among the people. Seventy-five per cent of the children attend school and, although 20% of the revenue of the Territory is spent on education, this amount is insufficient to maintain all the schools in a state of reasonable efficiency. The Clarke Commission, which investigated the position in 1945, made far-reaching proposals for a solution of the problem, but these can be only partially carried out with the limited funds available. Any suggestion which may be interpreted as tending to limit the number of schools or of children attending arouses strong opposition, but the measures which have been taken, in accordance with the Commission's proposals, to associate the people as closely as possible with educational administration appear to be having some effect both in opening their eyes to the realities of the situation and in enlisting their practical assistance in working for higher standards.

Apart from the need for general improvement of efficiency the two most prominent features of the situation are the two-to-one preponderance of girls over boys in the schools and the necessity of bringing the work of the schools into closer relationship with the life and needs of a peasant population. The former problem, which arises largely from the employment of boys as cattle-herds, seems to call for action, on mass literacy lines : the latter demands continuous attention to the maintenance of a proper perspective in the training of teachers and the development of a closer association between the school and the community, which the measures referred to in the previous paragraph should help to promote.

Good progress was made in the course of the year with the educational reorganisation begun in 1946. District Advisory Committees were formed in each district and began their work of making recommendations to the Director regarding the educational needs of their respective districts, with particular reference to the registration of new schools and the allocation of building grants. Survey teams were also set up in five of the nine districts to conduct the survey of schools recommended by the Clarke Commission with the object of examining all the aided and partially aided schools in the district and advising whether they are worthy of Government aid and, if not, what action should be taken to bring them up to grant-earning standard. These surveys seem to have done most useful work not only in the collection of information but also in allaying suspicions about the new system and enlisting the people's support for the new regulations governing the admission of pupils and limiting the number of pupils per teacher.

Each District Committee also elected an African member of the Central Advisory Board, which thus achieved its intended representative character. At its meeting in July the Board considered the comments of the Colonial Office Advisory Committee on Education on the ten-year educational programme submitted after the Board's last meeting.

One of the suggestions made by the Committee was that selected students should be sent to London to take the special 18 months' course provided by the Institute of Education for overseas students. The Board unanimously agreed to this, and in consequence two Basuto, one a school supervisor, the other a member of the staff of the Basutoland High School, were sent to London to begin the course in October.

The Board also considered the minutes of the various District Advisory Committees and discussed, among other subjects, gratuities for teachers, school gardens and agriculture, female education and the draft Education Proclamation and Rules.

When the draft Proclamation and Rules were submitted to the National Council some valuable amendments were suggested and the Proclamation was finally approved, but the members showed a conservative and apprehensive attitude towards some of the Rules, and it was agreed not to enforce those dealing with the admission of children to school, and the number of children per teacher, before the end of 1948, by which time it is hoped that statistical information will be available to prove that their enforcement will not cause undue hardship.

Good progress was made during the year with the development of the Basutoland African National Teachers' Association. Branches were formed in each district, and these elected delegates to the annual conference held in Maseru in December. Such elections continue at present to be largely on a denominational basis, but there are signs that the Association is helping to break down denominational barriers and that in the future its office-bearers are likely to be selected more on grounds of merit than has been the case in the past.

During the year a new classification of the Mission primary schools was introduced in anticipation of changes in the basis of grant payments. Aided schools are now those in which an agreed proportion of the teaching staff are either certificated or approved by the Department through the award of a Diploma of Merit. The rest of the schools which were formerly described as "registered" are now classed as partially aided, and continue to receive a flat rate grant of £20 per annum per school. These will be brought on to the aided list as and when further qualified teachers can be provided, the limiting factor at present being the financial capacity of the Territory to pay for more trained teachers rather than the ability of the training schools to turn them out. Revised salary scales on an incremental basis have been introduced for all qualified teachers. The improvement of Mission school buildings is being greatly assisted by grants, on a £ for £ basis, from Colonial Development and Welfare Scheme No. D. 758, which also provides grants for equipment and maintenance and Mission secretarial expenses.

The number of Aided Elementary Vernacular Schools (going up to Standard III or in some cases IV) was increased by 73 to 606, and the number of partially aided fell correspondingly to 147: there were also 113 private schools. The total enrolment in all these was 28,882 boys and

53,713 girls. Of Intermediate Schools (Standards IV to VI) there were 5 Government Controlled and 52 Mission Aided, with a total enrolment of 2,342 boys and 2,500 girls.

Secondary education up to Junior Certificate is provided at Morija, Roma, Eagle's Peak and the Basutoland High School. The High School also provides a Matriculation course, and there is a private Matriculation class at Roma. Male teachers are trained at Morija (now under the joint management of the Paris Evangelical and English Church Missions) and Roma, and female teachers at Thabana-Morena, Roma and St. Catherine's. Girls taking the Basutoland Primary Teachers' course must now specialise in either Infant or Housecraft teaching.

Steps have been taken during the years to revise and improve the needlework and other domestic courses provided for girls in the Intermediate and Elementary Schools, and also to encourage the effective teaching of handwork to boys and girls. Spinning and weaving are taught in a few schools, and the children from some others attend Home Industries centres for instruction. St. Mary's, Leribe, has been reopened as a Handicraft School, concentrating mainly on spinning and weaving. Strong emphasis is being laid on the effective development of gardening and agriculture in the schools, and a sub-committee of the Central Advisory Board has been formed to advise on this matter.

The expansion of the Lerotholi Technical school (assisted by a grant from Colonial Development and Welfare Funds) was continued, although the programme had to be delayed owing to the large amount of building and other work undertaken by the school in connection with the Royal Visit. A motor mechanics' course and a one-year clerical course were instituted. Two European instructors resigned during the year and were not replaced, their departments being taken over by Africans, under the supervision of the Principal.

A private University College is maintained by the Roman Catholic Mission at Roma. Accommodation for Basuto students is provided by the South African Native College, Fort Hare, to which the Basutoland Government pays an annual grant of £300, and is represented on its governing council by the Director of Education. Bursaries are provided to enable selected Basuto students to take degree courses at Fort Hare, and their selection has now been entrusted to a Government Committee, including representatives of other departments, which will also guide students, who may later be employed by various departments, in the choice of courses and subjects. A similar committee has been set up for the selection of candidates for the clerical course at the Lerotholi Technical School. Bursaries for secondary and teacher-training courses are awarded by the Education Department.

The Home Industries Organisation continued to expand during the year, and there is now a centre with a trained instructor in every administrative district. An African woman has been appointed as Organising Assistant, and a system of inspection of the centres is being developed. It is hoped that those who in future complete a full two-year training

course will set up "Home Units." The quality of work is improving and application has been made for a trade mark, which will be affixed to goods of the required standard. Central and District Advisory Committees have been formed, which are intended both to stimulate interest and to advise on the selection of students and on placing them after training.

Investigations into the problem of herd-boy education have been continued and some useful statistical information obtained. A literacy campaign among herd-boys is being organised, and another plan contemplated to facilitate their attendance at school is the introduction of a "shift system," under which some children will be taught in the mornings and others in the afternoons. This might also reduce the number of teachers needed at certain schools and enable some to be transferred to other schools at present understaffed. In regard to adult education the co-operation of the South African Institute of Race Relations has been promised in carrying out experiments.

In the course of the year a mobile cinema van was presented to the Territory by the Ministry of Information, London. Owing to lack of staff its work has so far been mainly experimental, but it is hoped to develop its use as part of the Public Relations Service which is to be set up. Cinema shows are greatly appreciated by African audiences, but it appears that for instructional purposes films made in other territories are not generally suitable and it will be necessary to make local films.

The Pathfinder Scout Movement has been successfully re-established in the Territory. Several training camps for African officers were held during the year, which ended with over 40 troops in operation. The Girl Guides have also had a very successful year and record a considerable increase in numbers.

The recommendations of the Central Advisory Committee on European Education were approved by the Secretary of State and implemented during the year. Elementary education at European schools is now free and Government pays teachers' salaries (on a slightly improved scale) and equipment grants. Six schools were maintained with a total enrolment of 90 pupils. It is doubtful whether the maintenance of several very small schools is justified, and consideration is being given to the introduction of a correspondence school system and also to the possibility of centralising schools. The usual examination for the award of the three bursaries available to European school children was held, and the papers showed a greatly improved standard of work.

## (2) HEALTH.

The Government Medical staff of this Territory consists of a Director of Medical Services, 12 Medical Officers and one District Surgeon—at present there are 11 Medical Officers. A Medical Officer is stationed at each of the District Headquarters. There is also a Medical Superintendent and a Medical Officer at the Leper Settlement. (The Medical Officer's post is vacant at present). A Health Inspector was appointed to the Maseru Reserve in September, 1947.

There are five Government Hospitals staffed by European Nurses with subordinate African staff and two hospitals staffed by Trained African Nurses with subordinate staff. In Maseru a hospital constructed in 1944 of prefabricated material purchased from the Army, for the purpose of accommodating pensioners of the African Pioneer Corps, is still in use for this purpose, but mainly for the overflow of the male patients from the Maseru Hospital. There is accommodation for 329 African and 12 European patients in Government hospitals. At each District Dispensary clinics are carried out daily for patients by the Medical Officer in charge. There are three sub-dispensaries which are visited weekly by a Medical Officer.

There is no mental asylum in Basutoland and owing to the acute shortage of accommodation in Union Asylums it has been impossible to get accommodation for our lunatics. A temporary Mental Detention centre, built in 1943 at Mohale's Hoek is being used to house our more dangerous lunatics. This arrangement is far from satisfactory, but supplies an urgent need. Ninety five Lunatics were treated here during the year, 25 new cases were admitted, 16 were released as cured, and there were 9 deaths.

There are three Mission Hospitals subsidised by Government at Roma, Morija and Ntaote's, with 40, 30 and 18 beds respectively. Each of these hospitals runs a daily clinic.

At Roma there was no medical officer for the first four months of the year and at Ntaote's there was no Medical Officer owing to Dr. Hardegger's inability to obtain a return passage from Switzerland. The Hospital dispensaries were run by trained nurses in the Doctor's absence.

During 1947, 7022 patients were admitted to Government Hospitals compared with 3644 in 1937. 4173 operations were performed (849 major) compared with 2603 (704 major) in 1937.

In the Maternity Ward (14 beds) at the Maseru Hospital 525 cases were admitted during the year. This number is included in the number of admissions to Hospitals shown above. In this ward only first labour or possible complicated labours are admitted as it would be impossible to accommodate all the cases seeking admission. An Ante-natal Clinic is held twice a week in the ward and 3014 pregnant women were examined.

The following additions are in the process of construction :—  
 (a) A dormitory for probationers at Maseru. (b) A waiting room for pregnant women awaiting admission to the Maternity Ward at Maseru.  
 (c) A European ward at Quthing Hospital.

Under the Colonial Development and Welfare Scheme funds for the construction of a new hospital at Teyateyaneng have recently been obtained and it is hoped that this work will be begun in the near future.

The appended table gives a summary of the work carried out at Government Hospitals and Dispensaries during the year 1947. During the decade 1937 to 1947 the outpatients attended to have increased from 110,807 to 177,502.

*Public Health.*

*Epidemic and General Diseases.* There were no major epidemic diseases during the year. Thirty six cases of Typhus were seen, of which 27 cases occurred in Leribe district where 4 deaths were record. Disinfestation by means of D.D.T. powder proved to be most efficacious.

*Typhoid Fever* shows a marked decrease. 355 cases were seen with 29 deaths of which 155 occurred in the Mafeteng District. Immunisation with T.A.B. Vaccine was carried out in districts where outbreaks had occurred.

*Tuberculosis.* 1108 cases were seen of which 748 were of the Pulmonary type. The mortality rate for this disease was 3.4%.

*Venereal Diseases.* 6908 cases of Syphilis were treated and a total of 31, 534 injections were administered. The number of cases of Gonorrhoea treated was 2590, which is the highest recorded in out Dispensaries.

*Diphtheria.* 63 cases were treated with 12 deaths. This is the highest number of this disease recorded in Basutoland for very many years.

*Pallegra* shows a most satisfactory falling off in numbers—1468 cases were seen during the year compared with 2540 in 1946. The great proportion of the number seen were in the Lowlands, especially in the Leribe and Teyateyaneng districts, in which two districts the number remain the same as in 1946.

*Avitaminosis.* 670 cases of Avitaminosis were reported. The majority of these are protein deficiency cases occurring amongst children as the result of inadequate milk supply.

*Food Supplies.* There has been a great improvement in the supply of grain generally, more especially of Wheat, with the result that the incidence of Pellagra has diminished considerably. This is most marked in the Mafeteng area where the population are wheat eaters. Here the number of Pellagra cases has dropped by 66.6% from 1946 to 1947.

*Water Supplies.* The protection of Village Springs has been continued and new springs have been built and have been repaired. The improvement of water supplies on Government Reserves is under consideration. During the year under review the shortage of water has not been as acute as in the previous three years on account of the better rainfall.

*Sanitation.* This is generally primitive. With few exceptions where Septic Tanks have been installed, the disposal of sewage is done by the bucket system on Government Reserves. Great difficulty is being experienced in getting labour to carry out the various Contracts as the Basuto will not handle sewage.

The appointment of a Health Inspector in the Maseru Reserve during the latter part of the year has enabled us to carry out some improvements to the general sanitation and better supervision of the abattoir.

*General.* Doctors Waterlow and Webb, from the Medical Research Council, London, paid a six weeks visit to Basutoland to study nutritional problems, especially Pellagra. The report of their findings will be submitted after further research.

The following are the number of patients treated at Mission Hospitals :

<i>Hospital</i>	<i>In-Patients</i>	<i>Dispensary Attendances</i>	<i>Injections Syphilis</i>	<i>Total</i>
Roma	276	2127	623	3026
Scott Hospital Moriya	653	12389	4201	17243
Paray Hospital Ntaote's	290	3100	548	3938
	1219	17616	5372	24207

and at Government Hospitals :—

<i>District</i>	<i>In- patients</i>	<i>Operations</i>		<i>Out-patients treated in Dis- pensaries including those re- ceiving injections for Syphilis</i>			<i>Total</i>
		<i>Major</i>	<i>Minor</i>	<i>First</i>	<i>Subsequent</i>	<i>Injections for Syphilis</i>	
MASERU .	2,484*	308	901	28,962	7,897	9,059	49,611
LERIBE .	1,056	224	431	18,895	6,900	6,235	33,741
MAFETENG .	1,200	140	440	23,138	15,913	4,344	45,175
MOHALE'S HOEK .	542	82	815	12,653	5,353	4,086	23,531
QACHA'S NEK .	452	21	190	6,370	1,795	867	9,695
QUTHING .	763	18	321	9,535	1,975	910	13,522
TEYATEYANENG .	125	5	124	19,351	6,592	4,324	30,521
MOKHOTLONG .	400	51	102	4,419	7,754	1,709	14,435
TOTALS	7,022	849	3,324	123,323	54,179	31,534	220,231
DISTRICT SURGEON, BUTHA BUTHE.	Number of cases attended to						1,571
							221,802

\*Includes 59 African Pioneer Corps admitted to Discharged Soldiers Hospital

#### LEPER SETTLEMENT.

The Leper Settlement, which is four miles out of Maseru is part of the Medical Department though it has a separate Departmental Vote. It is staffed by a Medical Superintendent, Medical Officer, European Matron and Sister, two African trained Nurses with a European Staff of Clerk, Compound Manager, Farm Bailiff and artisan. There is a large African staff of Office Clerks, Dispensers, guards, mechanics and casual labourers. (The Superintendent has been doing the medical work as well as his own duties owing to the lack of quarters for a medical officer).

The number of leper patients on 31st December, 1947, was 667. The population of the settlement during the last eight years has remained fairly stationary.

The following table shows the additions and losses during the year 1947.

<i>Additions</i>	
New cases admitted	69
Recurrent cases	20
Deserters re-admitted	6
	—
	95
	—

<i>Losses</i>									
Deaths . . . . .	.	.	.	.	.	.	.	.	67
Desertions . . . . .	.	.	.	.	.	.	.	.	1
Discharges . . . . .	.	.	.	.	.	.	.	.	45
									<hr/>
									113

The average age on admission was 31.1 years. There were 12 children under 16 years admitted. The percentage of Neural cases admitted was 67 and the Leopromatous was 33.

It is significant that there was only one desertion during the year. There have been occasional occurrences of trouble amongst the patients but generally there is a marked atmosphere of contentment prevailing in the Settlement.

There are eight Leprosy Inspectors divided amongst the various districts who are travelling to and fro inspecting the villages for likely cases of Leprosy. The majority of new cases are "spotted" by them.

Lepers who are not acutely infectious are given periodic leave to go to their homes. They are conveyed to the nearest camp from their home by a motor bus which does the journey every second month to the various stations. This helps in keeping the patients content and breaks the monotony of the long stay in the Asylum. (The number of desertions has greatly decreased since this privilege was granted to the patients.)

Patients are encouraged to have hobbies, such as farming, chicken breeding, weaving, etc., The young males play Association Football and the young females have a branch of Girl Guides. Cinema shows are given fortnightly.

The most important part of treatment consists in good feeding, but injections of Ethyl Ester and Chaulmoogra Oil are given twice a week and 8481 cases received these injections. These injections are not compulsory.

#### MILITARY PENSIONS BOARD, 1947

The Board consists of four members :—

Chairman (Welfare Officer),

Civilian Medical Officer (Dr. H. W. Dyke, C.B.E., retired ex-Director of Medical Services Basutoland),

Civilian Medical Officer detailed by Director of Medical Services,

Representative of the Paramount Chief.

*Duties of the Board:* The Medical Officers examine all men as they arrive in Maseru from the districts. Thereafter on each Monday afternoon the Board as above constituted sits and considers each case and makes its award. These awards then go before the Resident Commissioner for final approval.

The Board assembled 40 times during the year.

The following comparative table shows how the number of cases dealt with in 1947 compare with 1946 :

1st applications 455 and 220 for 1946 and 1947 respectively made up as follows :—

	1946	1947
Pensions . . . . .	223	61
Permanent Pensions . . . . .	2	3
Dependants Pensions . . . . .	33	10
Gratuities . . . . .	107	10
Dependants Gratuities . . . . .	—	2
Gratuities on permanent scale . . . . .	34	91
No awards . . . . .	53	43
No awards for Dependants . . . . .	3	—
	<u>455</u>	<u>220</u>

Re-examinations 669 and 507 for 1946 and 1947 respectively made up as follows :—

	1946	1947
Pensions . . . . .	350	287
Permanent Pensions . . . . .	78	69
Dependants Pensions . . . . .	50	33
Cessation of Pensions . . . . .	29	18
Gratuities . . . . .	60	2
Gratuities on permanent scale . . . . .	102	98
	<u>669</u>	<u>507</u>

Scales of pensions and gratuities now in force are appended below.

*General.* In spite of all efforts to get in applications for pensions from every soldier medically boarded out of the army, 182 such soldiers have not put forward applications. Dependants of 44 deceased soldiers have as yet not applied for pensions. Rolls containing the names of all who have not applied have been sent to all District Commissioners.

It remains the policy of the Board to finalise all cases so soon as the disability is considered permanent, and in any case within 5 years of discharge as laid down in the Pensions Act.

*Staff African.* Two members of the present staff are paid from the Pensions Vote.

Percentage	Wife p.a.			Allowances Each child p.a.			Volunteer		
	£	s.	d.	£	s.	d.	£	s.	d.
100	10	0	0	8	0	0	50	0	0
90	9	0	0	7	4	0	45	0	0
80	8	0	0	6	8	0	40	0	0
70	7	0	0	5	12	0	35	0	0
60	6	0	0	4	16	0	30	0	0
50	5	0	0	4	0	0	25	0	0
40	4	0	0	3	4	0	20	0	0
30	3	0	0	2	8	0	15	0	0
20	2	0	0	1	12	0	10	0	0

Widow £25. p.a., £8 p.a. each child.

## SCHEDULE

(NINTH SCHEDULE ACT NO. 44 OF 1942)

*Gratuities Payable where the Degree of Pensionable**Disablement is Assessed at Less than 20 per Cent*

## DEGREE OF DISABLEMENT AND DURATION

1 to 5 per cent				6 to 10 per cent			
6 mos.	12 mos.	24 mos.	Permt.	6 mos.	12 mos.	24 mos.	Permt.
£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
1 5 0	2 10 0	5 0 0	12 10 0	2 10 0	5 0 0	10 0 0	25 0 0
4 6	9 0	18 0	2 5 9	18 0	1 16 0	4 10 0	13 6 0
1 6	3 0	6 0	15 0	3 0	6 0	12 0	1 10 0

11 to 15 per cent				16 to 19 per cent			
6 mos.	12 mos.	24 mos.	Permt.	6 mos.	12 mos.	24 mos.	Permt.
£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
3 15 0	7 10 0	15 0 0	37 10 0	5 0 0	10 0 0	20 0 0	50 0 0
1 7 0	2 14 0	6 15 0	18 0	1 16 0	3 12 0		9 0 0
4 6	9 0	18 0	2 5 0	6 12 0	12 0	1 4 0	3 0 0

## (3) HOUSING.

There are no factories or industrial undertakings in Basutoland, and the problem of the proper accommodation of workers has therefore not arisen.

The Basuto live in small scattered villages under tribal authority and their huts are, on the whole, healthy if primitive. These huts are built of stone or of sods with a mud floor and thatch roof. A young man wishing to build, asks his chief or headman for a site, and thereafter enters into contracts with semi-skilled Basuto for building the walls and for the thatching of the roof. The hut on completion belongs to the man but should he leave the village the hut reverts to the chief who may allocate it to some other person but at no charge. The original owner, however, is allowed to remove the doors and windows if he so desires.

The more wealthy Basuto build stone or brick houses, purchasing stock-size glazed windows and doors and roofing the dwelling with corrugated iron. The Basuto people fully appreciate the advantage of more

and larger windows in their houses, and four and six light casement windows are now sold in large numbers in the Territory.

The average number of persons to each hut occupied was 2.35 in 1936, but although a census was taken in 1946, the comparative figures for that year are not yet available.

As the villages are small and under tribal authority, Government does not enforce Sanitary laws except at District Headquarters and at Maseru, where a European Sanitation Officer is stationed.

The small European population consists for the most part of civil servants, missionaries and traders, and is as a rule well housed in buildings of cut stone or brick. The shortage of houses in Maseru has, however, become acute due to expansion in Government Departments and in Commercial enterprises in the township.

#### (4) (a) SOLDIERS' WELFARE.

Mr. H. L. Acutt was seconded from the administration and assumed the duties of Welfare Officer with effect from 1st January, 1947.

Mr R. L. Moore, who was appointed Welfare Officer in October, 1947, arrived in Maseru on 12th November and took over from Mr. Acutt on 17th November, 1947.

During the last days of December a beginning was made in laying out a basis for future social welfare work. This took the form of setting out the 'Duties of Social Welfare Workers' followed by a tabulation in detail of the 'Scope of activities with which Social Welfare is specially concerned'.

As a result of a study of the 1946 Annual Report for Basutoland and Departmental Reports it was possible to fill in, to a certain extent, progress already made under the various headings.

It is now proposed to discuss the headings with the Heads of Departments, to visit the Districts and plan for the future.

Other duties of the Welfare Officer are to act as chairman of:—

- (a) The Pensions Board,
- (b) The Executive Committee of the Basuto Soldiers Benefit Fund,
- (c) The Central Committee for dealing with applications for assistance from European ex-soldiers, and
- (d) To act as a member of the Discharged Soldiers Demobilisation Committee.

*Basuto Soldiers Benefit Fund.* This fund was established out of contributions from:—

Basutoland War Levy . . . . .	£14,000	0	0
Governor General's War Fund . . . . .	5,600	0	0
P. R. Institutes from Middle East . . . . .	5,271	8	9
	<hr/>		
	£24,871	8	9

Five meetings of the Executive Committee of this fund were held during the year and some 132 applications considered ; assistance being granted in 47 cases.

Grants were made to meet the costs of :—

- (1) Education grants and grant for maintenance while attending school.
- (2) Repairs to a Trolley and purchase of donkeys.
- (3) Visit to an eye specialist.
- (4) Two correspondence courses.
- (5) Purchase of carpenter's tools.
- (6) Compensation for burnt clothing.
- (7) Aid to a widow.

Actual expenditure for 1947 was made up as follows :—

	£	s.	d.
Education and maintenance grants	1169	17	5
Other grants           ...    ...    ...	92	2	4
Bank Charges           ...    ...    ...		18	3
Receipt Book           ...    ...    ...		1	6
Travelling expenses of Executive Committee members   ...    ...	18	4	0
<b>Total</b>	<b>1282</b>	<b>3</b>	<b>6</b>

An annual report on this fund is rendered to the Trustees at the end of the financial year.

*Assistance to European ex-soldiers.* The Secretary of State approved arrangements whereby European ex-soldiers domiciled in Basutoland who served in the 1939/45 war and who, for reasons of such domicile, did not qualify for assistance elsewhere, might receive assistance in the Territory. Coloured ex-soldiers to be granted assistance at the rate of two thirds of those approved for European ex-soldiers.

Loans as follows have been made :—

Two for	£200	0	0	(one being to an Indian)
Two for	150	0	0	
Two for	100	0	0	
One for	87	10	0	
One for	75	0	0	
One for	50	0	0	

*Discharged Soldiers Demobilisation Committee.* Fourteen applications for assistance in various forms were dealt with either through the D.S.D.C. at Ladybrand or by taking up matters direct with the Director General of Demobilisation.

The department has also assisted ex-soldiers to obtain employment. Vacancies are now limited and it has not been possible to maintain a record of those who have actually obtained employment. 46 applications

were received during the year and a few applications were still being received at the end of the year : all efforts are made to place applicants in employment.

Government departments and other employers have co-operated in giving preference to ex-soldiers.

*District Welfare Boards.* There is a Welfare Board in each district, among their duties is that of receiving applications from the Basuto Soldiers Benefit Fund, investigating and forwarding them together with recommendations to the Executive Committee.

*African Staff.* Two clerks are employed at the Welfare Office.

#### (b) SOCIAL WELFARE.

Social Welfare work is not yet carried out in an organised or co-ordinated way in the Territory. Youth Movements such as Scouts and Guides, Homemakers and kindred associations depend for their success on the efforts of a few devoted voluntary workers, European and Basuto, and receive little or no financial assistance from public funds. As the Basuto live in small scattered village communities and there are no towns or large industrial undertakings where workers of the poorer class are concentrated, there are no slums and no problems arising out of urban conditions such as exist in the Union. Owing however to the number of Basuto who go to work in the Union and acquire a taste for town life, there is an increasing tendency for the Basuto to drift to the large towns of the Union and there is great need for the provision of more amenities in the villages to make village life more attractive.

To this end it was proposed to use part of the unexpended balance of the war levy for the erection of community halls in a few of the larger centres of the population. The Basutoland Council rejected this proposal, but the matter is still under discussion with the Paramount Chief. The provision of Community Halls would help to combat the exodus of young men to the Union by helping to develop the country through the spread of Education. It is hoped to provide libraries and to hold debates and lectures in these Halls. A start has been made by building a Community Hall in Maseru. This was made possible by a generous gift from Messrs. Frasers Ltd., a prominent Commercial firm carrying on business in the Territory who have donated the money for this purpose. This hall has been dedicated as a memorial to the Basuto Soldiers who lost their lives in the war. A local resident, Mrs. C. L. Collier, also donated the cost of a library which is being built next to the Memorial Hall. The Controlling Authorities of the Chamber of Mines Deferred Pay Interest Fund made a grant of £1,500 towards the cost of building recreation halls in the Territory and plans are now being completed for the erection of these halls at each district centre.

## Chapter VIII : List of the more Important Legislation of the Year 1947

1. Proclamation No. 13 of 1947—The Basutoland Pensions (Consolidation) Proclamation, 1947—which amends and consolidated the law relating to the granting of pensions and of superannuation and similar allowances to persons employed in the service of the Government of Basutoland.

2. Proclamation No. 17 of 1947—The Basutoland Births and Deaths Registration Proclamation, 1947, and the Regulations concerning such Registration published in High Commissioner's Notice No. 42 of 1947—which makes provision for the registration of births and deaths in Basutoland of all persons other than natives.

3. Proclamation No. 76 of 1947—Basutoland Education Proclamation 1947—which makes provision for the better control of education in Basutoland.

4. Proclamation No. 77 of 1947—The Basutoland Prisons Proclamation 1947—which amends and consolidate the law relating to prisons in Basutoland.

## Chapter IX : Justice, Police and Prisons

### (1) JUSTICE.

The laws in force in Basutoland include those of the Cape of Good Hope up to the 18th March, 1884, except where repealed or altered by Proclamation of the High Commissioner, who is empowered to make by Proclamation such laws as may be necessary for the peace, order and good Government of the Territory. Accordingly, the common law of the Territory is Roman-Dutch common law, supplemented by statute law which is often based on that of the Union of South Africa. The Criminal Procedure and Evidence Proclamation is based on the South African Criminal Procedure and Evidence Act which is derived from English Criminal Law. Native Law and Custom in so far as it is not repugnant to the principles of justice and morality, or the laws of the Territory, is also in force.

The Basutoland Courts of Law consist of :—

(1) *The High Court* which constitutes the Supreme Court of Basutoland from which an appeal lies to the Privy Council. This Court, which superseded the Court of the Resident Commissioner, was constituted under Proclamation 57 of 1938. It is presided over by the Judge of the High Commission Territories, and has jurisdiction in all cases both civil and criminal which arise in the Territory. The High Court is also a Court of appeal from all Subordinate Courts, and has full powers of review in respect of all proceedings of Subordinate Courts. When the High Court is not in Session these powers are vested in the Judge. At any trial the Judge

has the power to call for one or two Administrative Officers as Assessors and one or more Native Assessors to assist him, but the decision is vested exclusively in the Judge.

(2) *Subordinate Courts of the First, Second, and Third Class.* were set up under proclamation 58 of 1938, with powers as follows :—

*Criminal.* (a) *First Class.* Presided over by a District Officer. Can impose sentences with or without the option of a fine up to a maximum of two years imprisonment with hard labour or a fine of £100. In certain cases a whipping not exceeding fifteen strokes with a cane may be imposed.

(b) *Second Class* are courts of an Assistant District Officer. The maximum sentence is imprisonment with hard labour for one year or a fine not exceeding £50. A whipping not exceeding eight strokes may be imposed in certain cases.

(c) *Third Class* are courts of an Assistant District Officer (Cadet), with a maximum jurisdiction limited to six months' imprisonment with hard labour or a fine of £10.

These Courts have no jurisdiction to try as Courts of first instance any person charged with treason, murder, rape or sedition. A preparatory examination is held, and the record transmitted to the Attorney General who may decide *inter alia* :

- (1) Not to indict the accused.
- (2) To indict the accused before the High Court.
- (3) To remit the case to the District Commissioner for trial with or without increased jurisdiction.
- (4) To remit the case to the District Commissioner for the hearing of further evidence.

*Civil.* In Civil cases, Subordinate Courts of the First Class have jurisdiction in all actions where both parties are natives and in all other actions where the claim or value of the matter in dispute does not exceed £500, and of the Second Class where the matter in dispute does not exceed £250. Subordinate Courts of the Third Class have no civil jurisdiction.

*Criminal procedure* in use in Subordinate Courts is laid down in the Criminal Procedure and Evidence Proclamation (No. 59 of 1938) and Civil Procedure is laid down in the Subordinate Courts Proclamation No. 58 of 1938 and in the Rules issued thereunder and promulgated in High Commissioner's Notice No. 111 of 1943.

(3) *The Judicial Commissioner's Court* established by Proclamation 16 of 1944 to hear civil appeals from the Court of the Paramount Chief. This Court is the final court of appeal for matters decided according to native law and custom and appeals from this Court to the High Court can only be made with the permission of either the High Court or the Judicial Commissioner.

(4) *Native Courts* were formally recognised and given special powers and jurisdiction under Proclamation 62 of 1938. These Courts are established by a warrant issued by the Resident Commissioner with the approval of the High Commissioner, and may exercise civil and criminal

jurisdiction to the extent set out in their warrants. They have no jurisdiction over any parties other than Natives as defined in the General Interpretation Proclamation (No. 12 of 1942). They deal mainly with offences against Native Law and Custom and infringements of the Paramount Chief's orders, or those of Chiefs and sub-Chiefs, and with civil disputes. District Officers have access to Native Courts and the right to examine case records with powers of revision in the event of a miscarriage of justice.

The Paramount Chief's Court is a Court of appeal from the Courts of Ward Chiefs. Any person aggrieved by a decision of this Court may appeal to a Subordinate Court of the First Class in Criminal matters and to the Court of the Judicial Commissioner in Civil cases.

When the National Treasury was inaugurated on 1st April, 1946, Native Courts were considerably reduced in number. Courts are now distributed in proportion to the population and are graded according to the number of taxpayers they serve. Thus a Ward Chief will have an "A" Court and a Chief of a smaller area may have a "B" Court. Under the old system the fines received from the Courts were taken by the Chiefs as a perquisite of their position, a practice which was obviously open to abuse, for as in mediaeval England "*justia magnum emolumentum est*". With the inauguration of the National Treasury, however, all fines are paid into the National Treasury revenue. The Chiefs now receive fixed salaries and their Courts are presided over by Presidents and have other officials to assist them who are all paid from National Treasury Funds. There is no doubt that the reduction of Native Courts from over 1,300 to about 130 has resulted in a more efficient and equitable system of justice.

Headman's Courts have now been reduced to Courts of arbitration and have no judicial powers.

## (2) POLICE.

### *Administration.*

Prior to the 7th March, 1947, the Resident Commissioner was the Commandant of the Basutoland Mounted Police with the Commissioner of Police and Prisons as the departmental head. On this date the rank of the Commissioner of Police was graded up to Lieutenant Colonel and he became the effective Commanding Officer of his Force. He is responsible to the Resident Commissioner for its efficient administration.

On the 7th March, 1947, a Deputy Commissioner with the rank of Major was appointed. In addition to his duties as second in command of the Force he is in command of a Division. Major G. H. Cockrell who assumed duties as the first Deputy Commissioner proceeded on leave pending retirement on the 18th November, 1947. The Senior Superintendent of Police was graded up to the acting rank of Major and appointed acting Deputy Commissioner of Police with effect from the 18th November, 1947.

Each Police Division is in charge of a Superintendent of Police stationed at Divisional Headquarters, and responsible to the Commissioner of Police and Prisons for all Police and Prison work of his sub-Division.

An Assistant Superintendent is stationed at each of the detachments contained within a Police Division. He is responsible to the Superintendent for all police and prison work of his sub-Division.

All non-commissioned ranks are recruited from among the Natives of the Territory.

The following shows the establishment and the actual strength of the Force as on 31st December, 1947 :—

*European Staff :—*

	<i>Ranks</i>	<i>Establishment</i>	<i>Strength</i>
Commissioner ... ..		1	1
Deputy Commissioner ... ..		1	2
Superintendents ... ..		3	2
Assistant Superintendents ... ..		8	8
Lady Clerk ... ..		1	1
		—	—
	Total	14	14
		—	—

*African Staff :—*

Sergeant Major ... ..		1	1
Staff Sergeants ... ..		5	5
Sergeants ... ..		14	13
Corporals ... ..		20	17
Lance Corporals ... ..		—	7
Troopers ... ..		250	242
Saddlers ... ..		2	2
Carpenters ... ..		2	2
Masons ... ..		2	—
Plumbers ... ..		1	—
		—	—
	Total	297	289
		—	—

*Police Training School—*

The Police Training School is under the supervision of an Assistant Superintendent. He has a staff of one Sergeant and one Corporal instructor.

The school was moved to the site formerly occupied by the African Pioneer Corps at Walker's Camp in 1946. The men were accommodated under canvas and use was made of the temporary structures left by the African Pioneer Corps pending the erection of the permanent buildings of the Training School. Funds for the erection of suitable buildings were provided for in the current financial year and a start was made with the construction. A dormitory with accommodation for forty men was completed and a block of buildings consisting of lecture rooms, recreation and dining rooms, canteen kitchen, pantry and ablution rooms is under construction.

Fifty-three recruits received training during the year, and of that number thirty-one were passed out as efficient and posted to Divisions for Police work, two were discharged for various reasons, and twenty remained to complete their training.

### *Criminal Investigation Division and Records Bureau.*

New Police Headquarters Offices at Maseru, which includes the Criminal Investigation Division and Records Bureau, was completed during the year.

An Assistant Superintendent of Police is in command of the Criminal Investigation Division, the fixed African Establishment of which is one Sergeant, three Corporals and seven Troopers.

The duties of this Branch of the Force covers inter alia :—

- (i) Legal work.
- (ii) An intelligence system and the collation of information to enable the Commissioner of Police to keep Government advised of the state of political matters and crime throughout the Territory.
- (iii) Responsibility to the Commissioner of Police for the final preparation of cases and the organization of all matters relating to the Basutoland High Court and the satisfactory presentation of Police prosecutions for the Attorney-General.
- (iv) The publication of Criminal Investigation Division Circulars for despatch to the various out-stations containing instructions and advice for the guidance of officers and other ranks on all subjects relating to the successful investigation of crime and the prosecution of offenders.
- (v) The collation of information connected with wanted persons, lost, found and stolen property and their publication in the appropriate Gazette and Circulars.

### *Establishment and Strength.*

During the year 1947 considerable progress was made in the re-organisation of the Force and for the provision of an adequate establishment. A modern system of police work was introduced, including the introduction of instructions for the keeping of police registers.

### *Work of the Police.*

(1) *Patrolling.* Patrolling of the rural area is an important police duty and there is nothing better calculated to prevent and detect crime. The Territory was effectively patrolled during the year. 166,280 miles were covered by 6,150 members of the rank and file on 4,197 patrols which were sent out.

(2) *Border Posts.* There are thirty-five Border Posts manned by an average of two to three men each. Approximately one third of the African establishment of the Force manned these posts. They are occupied with normal police duties and work connected with Customs, collection of revenue and the importation and exportation of Cereals and Livestock.

**Crime.**

The following table show the number of convictions for various crimes and offences during the last eight years :—

<i>Nature of Crime</i>	1940	1941	1942	1943	1944	1945	1946	1947
<b><i>In Magisterial Courts</i></b>								
Offences against Person	254	166	320	237	259	298	485	476
Offences against Property	201	239	324	277	314	433	594	416
Offences against Liquor Laws	56	42	20	28	26	44	61	81
Other Crimes	1190	871	739	830	697	824	834	984
<b><i>In Superior Courts</i></b>								
Murder	6	4	12	7	22	5	8	35
Culpable Homicide	20	11	14	—	11	12	21	31
Attempted Murder	2	1	1	—	4	2	—	3
Rape	3	—	—	—	—	2	4	—
Other Offences Against the Person	2	1	3	—	4	—	8	6
Offences Against Property with violence to the person	—	—	—	—	—	—	—	—
Other Offences Against Property	8	—	1	—	—	—	—	4
Public Violence	—	—	—	—	—	—	—	—
Other Crimes	3	—	5	—	—	—	—	1
	1745	1325	1439	1379	1337	1620	2015	2037

The figures for the years 1940 to 1945 show for the most part a decrease in comparison with the number of convictions obtained during 1946 and 1947.

This decrease is attributed to the following factors :

- (a) Approximately 20,000 Basuto left the Territory on active service. They received good pay and their dependants regular allowances. The free circulation of money tended to remove the causes of theft and kindred offences. The absence of a comparatively large number of young male inhabitant from Basutoland contribution towards the reduction in the incidence of crime.
- (b) A large proportion of trained African rank-and-file and European Officers of the Basutoland Mounted Police were on active service. During this period the African other ranks were replaced by temporary personnel. In the circumstances the lack of adequate European supervision and the shortage of trained policemen adversely affected the proper functioning of the Force.

The increase of crime during the years 1946 and 1947 may therefore be attributed to :—

- (a) The return of the members of the services to civilian occupations in the Territory ;
- (b) The cessation of service pay and allowances ;
- (c) The high cost of living and scarcity of essential commodities, and
- (d) The re-organisation and bringing up to strength of the Force with resulting increase in police activity.

*Police Arrangements—Royal Visit*

On the occasion of the Royal Visit to Basutoland on March 11 and 12, 1947 the major portion of the Basutoland Mounted Police was concentrated at Maseru. The Force was responsible for the following arrangements and duties in connection with the Visit :—

- (a) The provision of a Sovereign's Escort ;
- (b) The safety and the security of the Royal Family ;
- (c) The policing of the town and the safeguarding of the property of the general public ;
- (d) The traffic arrangements, and
- (e) The control of the crowds estimated at 70,000.

The hard work, whole-hearted co-operation and enthusiasm of all members of the Force contributed towards the success of the Visit.

His Majesty the King personally invested the Commissioner of Police, Lieut.-Col. C. H. F. Apthorp, as a Member of the Royal Victorian Order (4th Class). This signal honour conferred on the Commissioner reflects great credit upon all ranks of the Basutoland Mounted Police.

## (3) PRISONS.

*Administration.* Until the last day of the year, the prisons of the Territory were controlled by the Commissioner of Police and Prisons assisted by the Superintendent of Prisons, acting through the Superintendents and Assistant Superintendents of Police in each Division or sub-Division. On the thirty-first of December, a proclamation was signed by the High Commissioner which completely divorced the Police and Prison Services. By virtue of the new proclamation, the Superintendent of Prisons is vested with the Administration of all prisons in the Territory subject to the directions of the Resident Commissioner. District Officers, subject to the directions of the Superintendent, are vested with the administration of the prisons in the districts in which they are stationed. Each prison is in charge of a Gaoler subordinate to the District Officer. In all except two cases these Gaolers are native officials. At Maseru and Leribe there are European Senior Gaolers. The subjoined table shows the distribution of staff on the 31st December, 1947.

	<i>Supt. Prison</i>	<i>S. Glrs</i>	<i>Gaolers Class 1</i>	<i>Ga. ler Class 2</i>	<i>Technical Instructors</i>	<i>Female Warders</i>	<i>Total</i>
Prisons	1						
H.Q.		1				2	3
Prison							
MASERU		1	1		1	15	21
TEYATEYANENG			1			4	5
LERIBE			1	1		8	10
BUTHA BUTHE						4	5
MOKHOTLONG				1		2	3
QACHA'S NEK				1		4	5
MOHALE'S HOEK				1		5	6
QUTHING				1		3	4
MAFETENG				1		5	6
TOTAL	1	2	3	6	1	52	68

There is provision for five more Class I and four more Class II Gaolers as well as a female Gaoler. These posts have not been filled during the year owing to the fact that it is hoped to change the establishment during the next financial year. In addition temporary warders, male and female have been employed for such duties as guarding Prisoners in hospital, guarding female prisoners in district prisons where there is no female permanent staff, replacing casualties and strengthening the staff of overcrowded prisons.

*Buildings.* All prison buildings are of stone with iron roofs and cement or stone floors; the inmates are supplied with bed boards or sisal sleeping mats. Cells are usually built to accommodate eight to ten prisoners and in some prisons a small cell is provided for the accommodation of refractory prisoners or lunatics or for occasional European prisoners. Each prison has an exercise yard equipped with a cold shower bath. There is a good deal of overcrowding in most prisons and in some cases tents have had to be erected in the prison grounds to house the overflow. It is hoped to start the building of a new prison during 1948 to house long term convicts and so reduce the pressure in the small district prisons. European and female prisoners are usually moved from district prisons to Maseru.

*Health.* The standard of health is good and shows an improvement on last year. The daily average on the sick list was 17.93 as compared with 24.98 for 1946. There were four deaths during the year apart from eleven judicial hangings. All prisoners are examined on admission by the station Medical Officer who also makes regular visits of inspection to the prison. Prisoners reporting sick are taken to the Government dispensary for examination and treatment and if hospital treatment is necessary are admitted to the Government hospital. No separate prison medical service exists and there is no accommodation for sick prisoners in the prison.

*Discipline.* During the year discipline has improved. Twenty prisoners escaped, of whom thirteen were recaptured. Several of these escapes took place from the Government Hospital where proper supervision is difficult.

*Labour.* Prison labour is used for various purposes such as stone and gravel quarrying, road repairing, cleaning streets and camps, grave digging and burials, sanitary work, cleaning and gardening at Government Hospitals and the houses of Government Officials. At Maseru a small mat-making industry teaches prisoners to make mats from condemned blankets. The prison garden has been extended and a pump is to be installed to draw water from the river for irrigation. It is intended to grow vegetables during 1948 to supply not only the prison but also the hospitals and Leper Settlement. A small tailoring industry has also been started with the object of repairing and eventually manufacturing all prisoners clothing and Uniforms for the staff.

*Remission.* Good conduct remission of one third on all sentences over one month may be granted and prisoners serving sentences over

two years may be released on licence. In commemoration of the Royal Visit a special remission of one quarter of all determinate sentences was granted.

*Religious Facilities.* No resident chaplains are attached to the prisons but visits by ministers of any religion to prisons of their own denomination are allowed and encouraged. Voluntary Services are held by ordained or lay ministers in each prison on Sundays.

*Statistics.* During 1947, 2885 persons were admitted to prison throughout the Territory of whom 1,805 were committed to penal imprisonment. Comparative figures for 1946 were 2,724 and 1,742 respectively. The daily average of prisoners was 587.22 compared with 517.88 in the previous year.

## Chapter X : Public Works

### (A) BUILDINGS.

During the year building construction continued to be difficult owing to the shortage of materials, delay in delivery and lack of skilled labour.

With the view to alleviating these difficulties proposals have been approved for the re-organization of the building section of the Public Works Department and the institution of Government Unallocated Stores. The appointment of an Architect and Building Superintendent with five Works Staff artisans is being made to organise the building construction departmentally throughout the Territory.

During the year five European houses were completed in Maseru with six more under construction. One house was completed at Teyateyaneng and one at Leribe, with a further house each at Leribe and Mokhotlong under construction. Twenty nine African Staff houses were finished with sixteen under construction at the various centres.

The construction of the new European School was well advanced by the end of the year. Police Headquarter Offices Maseru and Agricultural offices Maseru and Qachas Nek were finished. The first instalment of P. W. D. stores and Workshop buildings in Maseru was completed and the Dormitory block of the Police Training School was under construction.

The following items were also under construction :

Extension to Quarters, Maseru High School; Dormitory, Maseru Hospital; European Wards, Quthing Hospital; Water borne Sewerage, Leribe Hospital, with the usual other items of minor works.

### (B) PUBLIC UTILITIES.

The Water Supplies in Maseru and the other District centres are owned and operated by Government. Its Institutions, Hospitals, Goals, Police Camps and its African and European staff represent by far the largest consumers. During 1946 a Grant of £49,500 under the Colonial Development and Welfare Act was approved for the augmentation of

the Maseru Water Supply in conditions to be decided upon in three years time. Similarly a first instalment for free Grant to provide funds to augment the Water Supplies of District Headquarters was approved.

The only Electricity supply in the Territory is at Maseru. Here the undertaking which supplies electricity to the township and the Leper Settlement four miles distant, is owned and operated by the firm of Reunert & Lenz, Engineers of Johannesburg. This firm has a fifteen year concession due to expire in March, 1948. The future of the undertaking is now being considered as the present concessionaries do not wish to extend their control for a further period. Consulting Engineers were appointed and their report is receiving consideration.

## Chapter XI : Communications and Transport

### RAILWAYS.

The Territory is linked with the Railway system of the Union of South Africa by a short branch line from Maseru to Marseilles on the Bloemfontein-Natal main line. One mile of this line is in Basutoland. The South African Railway runs near the boundaries of the Territory and goods are transported by road to the nearest railway station across the border.

The Road Motor Transport Department of the South African Railways have continued their regular services between Fourisburg and Butha-Buthe, Zastron and Quthing, Zastron and Mohale's Hoek, and Quthing and Seapala.

### ROADS.

The greater part of Basutoland is very mountainous and in this area all transport is effected by the use of pack animals.

On the western side of Basutoland there is a strip of Agricultural country from north to south in which a fairly good road system has been developed. The main roads traverse the whole of this area, with branches leading west to the principal points of exit. Nearly all the roads are gravelled and carry motor and ox-waggon traffic in all weather. There are, however, a number of unbridged rivers and streams which, during flood periods, may delay travellers for some hours.

From the main roads a number of feeder roads lead towards the interior. By-roads to trading centres and missions start from these feeder roads and penetrate still further into the interior. Although several roads now cross the first range of mountains, none has yet reached the second range. Feeder roads are maintained by the Government and during this year a certain amount of gravelling has been carried out and particular care taken to improve drainage at the same time.

The by-roads are maintained by traders and others to whose station they lead and annual Government grants are made towards their upkeep.

On the eastern side of Basutoland, in the Qachas' Nek district, a short road system, similar to that described above, exists, and the standard reached is much the same as that of the western side of the Territory.

During the year the low level bridges over the Sand Spruit and Poplar Spruit have been completed, two bridges on the road to Roma and one over the Old Hoek Spruit near Mohale's Hoek are under construction.

The main road of Maseru received a treatment of tar macadam prior to the Royal Visit.

The direct road from Morija to Matsieng, long since impassable, is now being remade and improved.

The construction of the mountain road from Thekos to Ntaote's via Marakabei has been approved but work is not expected to begin until 1950.

Preliminary surveys of the Mohlesi route for a new road from the Natal border to Mokhotlong have been successfully carried out during the year. The Natal Roads Department are investigating routes to connect with their road system.

During the year a scheme for the mechanisation of the road maintenance equipment was approved and will be carried out in 1948-49.

#### BRIDLE PATHS.

During the year construction work was carried out on short lengths of main paths at Tlokoeng and Berea. Maintenance work at a cost of £11,000 was carried out during the year.

## PART III

### Chapter 1 : Geography and Climate

#### (A) PHYSICAL CHARACTERISTICS.

The Colony of Basutoland is an enclave within the Union of South Africa, its boundaries running with those of Natal Province to the East, Cape Province to the South, and the Orange Free State to the North and West. It comprises an area of 11,716 square miles of which about one-quarter in the West is lowland country varying in height above sea level from 5,000 to 6,000 feet, the remaining three-quarters being highlands rising to a height of 11,000 feet in the Drakensberg Range, which forms the Eastern boundary with Natal. The mountain ranges run from North to South and those in the central area, named the Maluti, are spurs of the main Drakensberg Range which they join in the North forming a high plateau varying in height from 9,000 to 10,500 feet. It is this area, where some of the largest rivers of the Union, the Orange, the Caledon and the Tugela, have their sources, that has caused Basutoland to be called the "sponge" of South Africa.

The soils in the mountain areas are of basaltic origin, while those in the lowlands, are derived mainly from the underlying cave sandstone. In the lowlands, the soil has been cropped continuously for upwards of 80 years. Due to the absence of fuel practically all of the cattle manure is burnt, so that little or no organic matter is returned to the land : thus with the increasing population, both human and livestock, excessive demands have been made on the soil which has lost its structure and has become subject to serious erosion. The soils in the mountains have been brought into cultivation comparatively recently, and are rich, though shallow. Owing to uncontrolled grazing, the areas situated above the arable land have, in many places, been denuded of the grass cover, and the rush of surface water from those denuded areas is causing serious gully erosion on the arable land situated below.

#### (B) CLIMATE AND RAINFALL.

Rainfall is variable and averages approximately 28 inches a year over most of the country. The deciding factors from the agricultural point of view are whether the rain comes at intervals suited to the growth of the staple crops and whether it comes in the form of short and heavy storms, running to waste and eroding the soil, or in steady, soaking showers. In the lowlands temperatures vary from a maximum of 90 degrees or more in summer to a minimum that rarely drops below 20 degrees in winter : in the highlands the range is much wider and temperatures below zero are by no means unknown.

## Chapter II : Early History

The Basuto as a nation did not come into prominence until 1818, when Moshesh, a minor chief of the Bakwena tribe in North Basutoland, gathered together the remnants of the various clans that had been scattered by the raids of the Zulu and Matabele.

The new nation went through many vicissitudes of fortune, first with the emigrant Boers of the Great Trek, and then with the British under General Cathcart in 1852. From 1856 until 1868 there was a series of wars with the Orange Free State burghers and, being hard pressed and having lost a large portion of his country (now known as "the Conquered Territory"), Moshesh sought the protection of the British Government. This was granted and carried into effect by Sir Philip Wodehouse, the Governor of the Cape, by a Proclamation dated the 12th March, 1868.

It is interesting that, although Moshesh asked for British protection, the Basuto were received as British subjects and not as protected subjects by the Proclamation of 1868, part of which reads :—

"Now therefore, I do hereby proclaim and declare that from and after publication hereof the said tribe of Basuto shall be taken to be British subjects, and the territory of the said tribe shall be taken to be British territory".

The country remained in a very unsettled condition until it was annexed to the Cape Colony by an Act of the Cape Legislature, No. 12 of 1871. The Act expressly declared that the territory was not to be subject to the general laws of the Colony, and gave the Governor power to legislate for it by proclamation and to extend to it by proclamation any Cape Act not otherwise in force therein.

The people never took kindly to the Cape Colonial rule, and after various disturbances the Government of the Cape, in 1880, extended to Basutoland the provisions of the Cape Peace Preservation Act of 1878, which included a clause for the general disarmament of the Basuto. They refused to accept the terms and, after a war lasting nearly a year, an agreement was arrived at under which the Act was repealed and certain fines were paid by the tribe.

Although outwardly peace was restored, there still remained several chiefs who would not submit, and it was eventually decided by the Government of Cape Colony to hand over the administration to the Imperial Government. This was effected by Order in Council of 2nd February, 1884, which was proclaimed and brought into force by Proclamation No. 75A of 18th March, 1884. This Proclamation defined the boundaries of the Territory and restored it to the direct control of the Queen through Her Majesty's High Commissioner for South Africa.

## Chapter III : Administration

### (A) CONSTITUTIONAL AND ADMINISTRATIVE.

The Territory is governed by a Resident Commissioner under the direction of the High Commissioner for Basutoland, the Bechuanaland Protectorate and Swaziland, the latter possessing legislative authority, which is exercised by proclamation promulgated in the official gazette. Until 1931 the office of the High Commissioner was held by the Governor-General of the Union of South Africa, but with the close of the Earl of Athlone's period of office the two posts were separated.

The executive posts of the Government, other than those of the Resident Commissioner and Government Secretary, are held by Heads of Departments and District Officers who are responsible to the Resident Commissioner for the good order and administration of their respective spheres. For administrative purposes the country is divided into nine districts under District Commissioners: Butha-Buthe, Leribe, Teyateyaneng, Maseru (the Capital), Mafeteng, Mohale's Hoek, Quthing, Qacha's Nek and the mountain station of Mokhotlong. These districts are divided into chiefdoms and sub-chiefdoms presided over by the hereditary chiefs and sub-chiefs allied to the Moshesh family who are responsible to the Paramount Chief in all matters relating to native law and custom.

Heads of Departments are the Financial Secretary, Director of Medical Services, Director of Livestock and Agricultural Services, Director of Education, Director of Public Works, and Commissioner of Police. In 1947 the Prisons Department was separated from the Police and has come under the control of a Superintendent of the Prisons.

In addition a Judicial Commissioner was appointed in 1943 to deal with civil appeals from the Paramount Chief's Court, and a Registrar and Master of the High Court was appointed in 1944. A Welfare Officer was also appointed in 1944 to look after the interests of soldiers and returned soldiers.

### (B) NATIVE ADMINISTRATION.

Basutoland is an African Territory without European settlers or land owners and is governed under the system of "indirect rule". The Basuto owe allegiance to a single Paramount Chief under whom is a hierarchy of Chiefs, sub-Chiefs and Headmen, a number of whom trace their descent to Moshesh (1785-1870), the founder of the Basuto Nation, and are styled "The Sons of Moshesh". This feudal aristocracy claimed and exercised considerable powers and privileges. An advisory body known as the Basutoland Council, constituted under Proclamation No. 7 of 1910, consisting of the Resident Commissioner as President, the Paramount Chief as Chief Councillor, and 99 Basuto members, 94 of whom are nominated by the Paramount Chief and five by the Resident Commissioner, meets once a year to discuss matters affecting the domestic affairs of the Nation

and express its opinion on any draft laws and Proclamations that may be laid before it by the President. From the nature of its constitution it has been representative of the Chieftainship rather than of the people.

In recent years developments of some political importance have taken place. In 1938 a Native Administration and a Native Courts Proclamation were promulgated. The former recognised the Paramount Chief and his subordinate chiefs as an integral part of the Government of the territory, defined their powers and vested them with legal authority, while the latter extended similar recognition to the Basuto Courts and defined and extended their jurisdictions. Further developments were delayed by the outbreak of war until in accordance with resolutions passed at the 1943 session of the Basutoland Council a District Council was established as an advisory and consultative body in each of the nine Districts into which the country is divided for administrative purposes. These District Councils give the people a voice in the management of local and national affairs. The majority of the members are elected by popular vote at local Pitsos (assemblies) and two to five members of the Basutoland Council resident in each District are nominated by the Paramount Chief to sit as District Councillors. These District Councils meet once a year, shortly before the Session of the Basutoland Council, and elect one of their members who is nominated by the Paramount Chief for appointment as a Member of the Basutoland Council. In addition, both in the Basutoland Council and the District Councils, provision was made for the election of Members to represent important sectional interests such as the Agricultural Associations, the Progressive Association, Teachers' Associations, the Basuto Ex-Servicemen and the Basuto business interests. The effect of this has been the election of about 15 members of the Basutoland Council by popular vote, and constitutes an important step towards placing the Native Administration on a basis that will be more democratic and more suited to modern conditions and ideas. As a means whereby the Basutoland Council could be consulted when not in session, a Standing Committee, consisting of five of its own members elected by Council, was established and to this Committee, whose discussions are attended by the Resident Commissioner and Paramount Chief, all questions closely affecting the domestic affairs and welfare of the Basuto people or progress and development of the Native Administration are referred, when Council is in recess.

A further necessary step in the development of the Native Administration, the establishment of a Basuto National Treasury, was taken. At the end of 1942 a Committee consisting mainly of Basuto was appointed to work out a scheme for the establishment of a National Treasury and its proposals were published in a booklet which was widely distributed throughout the country. The proposals put forward were not confined to the establishment of a National Treasury, but included the reorganisation of the Basuto Courts, entailing a reduction in their number from over 1,300 to about 130. It was further recommended that the long established practice of Chiefs and others being remunerated by "eating" the fines

their Courts imposed and the proceeds of the sale of unclaimed stray stock, which had led to abuse, should be abolished and that in its place Chiefs and others engaged in carrying out the administrative, judicial and fiscal duties which are now, or will be, undertaken by the Native Administration, should be paid fixed allowances or salaries by the National Treasury, into which would be paid all Court fines and fees and the proceeds of the sale of stray stock. These proposals were accepted by the Paramount Chief on the recommendation of the Basutoland Council in May, 1945.

The political and administrative reforms and reorganisation set out in the preceding paragraphs are regarded as essential preliminaries to undertaking any comprehensive scheme of development, if plans are to be carried out efficiently and economically with the good will and co-operation of the Native Authorities and the people and if the social and economic advance made are to be of lasting value to the life of the community.

### (C) JUDICIAL.

The Judiciary consists of a High Court, established by Proclamation No. 58 of 1938, presided over by the Judge of the High Court, with unlimited powers, to which all appeals from the Subordinate Courts lie. Its powers are defined in Section 2 (2) and (3) of that Proclamation, and are as follows :—

“(2) The High Court shall be a Superior Court of Record, and in addition to any other jurisdiction conferred by this or any other Proclamation shall, within the limits of and subject as in this or any other Proclamation mentioned possess and exercise all the jurisdiction, power, and authorities vested in the Supreme Court of South Africa.

(3) The jurisdiction vested in the High Court shall be exercised (so far as regards procedure, practice, and evidence in criminal cases) in the manner provided by the Basutoland Criminal Procedure and Evidence Proclamation, 1938, and any amendment thereof.”

In the nine districts of the Territory, there are also Subordinate Courts of the first class, presided over by the District Commissioner of each district, and also subordinate courts of the second and third class, presided over by Assistant District Officers, the limits of whose jurisdiction are clearly defined in the Proclamation already mentioned, No. 58 of 1938. The appeals lie from these courts to the High Court of the Territory. The powers of Subordinate Courts are fully outlined in Chapter 9 of Part (ii).

By Proclamation No. 62 of 1938 Native Courts were also established throughout the Territory, with jurisdiction specified in the warrants issued to them by the Resident Commissioner, with the approval of the High Commissioner.

An appeal lies from the Native Court of the first instance to a Native Court of Appeal and thence to the Court of the Judicial Commissioner, which is also a subordinate court of the first class.

District Commissioners have the authority to supervise the proceedings of all Native Courts which deal principally with offences against native law and custom and with infringements of lawful orders issued by the Paramount Chief or Subordinate Chiefs.

Appeals from Native Courts were formerly heard by District Commissioners, but appeals became so numerous that it was necessary to establish the Court of the Judicial Commissioner in 1944 with power to hear civil cases of appeal. The powers of this Court are defined in Proclamation 16 of the 1944. During 1947, 543 appeals were heard and 55 judgements of the Courts were reversed, as compared with 454 appeals and 75 judgements reversed in 1946.

## Chapter IV : Weights and Measures

The weights and measures in common use in the Territory are the British Imperial.

The Cape Act of 1858 which defines the standard of weights and measures according to the English Act of 1824 still applies in Basutoland in terms of Proclamation No. 4 of 1904.

It is proposed to introduce legislation to bring into force in Basutoland the standards in use in the Union of South Africa, which according to the Union Weights and Measures Act (No. 32 of 1922) are Imperial Standards of the International Bureau of Weights and Measures. This legislation will bring Basutoland up to date and will remove any difficulty in regard to Assizers from the South African Railways and Harbours Administration who may wish to check scales in this Territory.

It is also proposed to appoint an Assize Officer for the High Commission Territories which will ensure a uniform standard of weights and measures throughout the Territory.

## Chapter V : Newspapers and Periodicals

Several papers are published in the Territory in the Sesuto language, these are "*Mochochonono*", "*Moletsi-oa-Basotho*" and "*Leselinyana*". The first is published by the Bantu Press Ltd. and the other two are Mission Papers. They are weekly publications.

In addition to these there is the newspaper "*Mphatlalatsane*" which is published by the Bantu Press in Johannesburg mainly for the interest of the Basuto Community living there. It is also distributed in Basutoland. A page of this paper is reserved by the Basutoland Administration and is used for the publication of items of special interest that have occurred in Basutoland and for propaganda work. Slip copies of special articles, particularly on Agricultural, Medical and Educational subjects, are obtained in bulk and distributed throughout the Territory in the Sesuto language.

The only English newspaper which is published locally is the *Basutoland News*, a weekly publication which deals mainly with the interests of the European Community.

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## APPENDIX

### The Royal Visit to Basutoland, 1947

Their Majesties, accompanied by the two Princesses, reached the frontier of Basutoland at 11.30 on the morning of the 11th March. For days past the Basuto in their thousands had been coming into Maseru from all over the country to pay homage to their King, for this was the first occasion upon which the reigning Sovereign had entered the Territory.

At the point of entry an arch had been built across the road on the Basutoland side of the bridge over the Caledon River. At the top of the arch was an inscription written in Sesuto "Kena ke Khotso"—enter in peace—and it will remain there as a fitting reminder of this historic occasion.

The members of the Royal Family were welcomed by the Resident Commissioner and Mrs. Forsyth Thompson, the Regent, Mantsebo Seciso and the High Commissioner and Lady Mary Baring. A short ceremony followed. The Government Secretary, Mr T. B. Kennan C.B.E., M.C., Heads of Departments, the District Commissioner, Maseru, Mr. E. C. Butler, The Rt. Rev. Bishop T. W. Stainton, representing the Church of the Province of South Africa, The Rt. Rev. Bishop Bonhomme, O.B.E., O.M.I., of the Roman Catholic Mission, Rev. E. E. Baccuet, of the Paris Evangelical Missionary Society, Brigadier W. K. Leader O.B.E., M.C. Commander of the High Commission Territories Corps, Mr. Derry, Manager of the Standard Bank, Mr. C. V. Lowe O.B.E. District Superintendent of the Native Recruiting Corporation, and Mr. K. N. Nolan O.B.E. the Chairman of the Basutoland Chamber of Commerce, were presented. They were followed by the four leading Chiefs of Basutoland, Chief Bereng Griffith, the son of the former Paramount Chief, Griffith Lerotholi and a Ward Chief in the Mohale's Hoek district; Chief Letsie Motsoene of Leribe in the north; Chief Theko Makhaola, M.B.E., of the mountain district of Qacha's Nek on the south-eastern or Natal side of the Malutis; and Chief Gabashane Masupha, of Teyateyaneng. His Majesty shook hands with all who were presented to him.

After presentation, Their Majesties inspected and spoke with European ex-servicemen and women. They were accompanied by Mr. W. K. Hudson, M.B.E. who served during the war with the South African artillery and rose to the rank of Major, and is now Chief Surveyor in the Public Works Department. Later, accompanied by Regimental Sergeant Major Chief Theko Makhaola, Their Majesties inspected approximately 360 Basuto ex-soldiers of the African Pioneer Corps. Chief Theko Makhaola served from 1941 until the cessation of hostilities as the Paramount Chief's representative with the High Commission Territories troops of the African Pioneer Corps in the Mediterranean area. Their

Majesties spoke with a number of African ex-soldiers. Then with a full Sovereign's Escort of the Basutoland Mounted Police commanded by Lieutenant Colonel C. H. F. Apthorp, all looking very smart in their khaki and dark blue uniforms with slouch hats and rifles at the carry, Their Majesties and Their Royal Highnesses drove through large crowds from the Caledon Bridge along the gaily decorated streets to the Residency.

The Royal Family lunched at the Residency and the afternoon was left free of official ceremonies. His Majesty, showing his usual interest in the problems of any country which he visits and anxious to see things for himself, inspected the Agricultural demonstration plots on the Reserve accompanied by the Resident Commissioner and the Director of Livestock and Agricultural Services. The Princesses, mounted on Basuto ponies, went for a ride to places of interest and scenic beauty among the green hills which surround Maseru.

That evening there was a dinner party at the Residency attended by the High Commissioner and Lady Mary Baring, the Resident Commissioner and Mrs. Forsyth Thompson; The Government Secretary and Mrs. Kennan; Archbishop Lucas, the Apostolic Delegate; Bishop Stainton of the Anglican Church and Mrs. Stainton, the Reverend E. E. Baccuet of the Paris Evangelical Missionary Society and Mrs. Baccuet; Mr. Nolan, Chairman of the Basutoland Chamber of Commerce and Mrs. Nolan; Mr. Allen, the Financial Secretary; the Director of Medical Services and Mrs. Dyke; the Director of Livestock and Agriculture and Mrs. Leckie; the Director of Education and Mrs. Miller, Mr. Gerrand, the Director of Public Works, and the Commissioner of Police and Mrs. Apthorp.

After dinner the party drove a short distance in order to watch a display of fireworks. This visit was a surprise for the large crowd of some 20,000 Europeans and Basuto, and was greatly appreciated. There was a full moon and the fireworks also lit up a long ridge of mountains facing the crowd. On arrival and departure Their Majesties walked through the crowd and were given a tremendous reception. The cheers of the Basuto lining the road were heard long after the last car had left.

That night Maseru was surrounded by camp fires and everywhere there seemed to be horses, both tethered and loose. The scene was most picturesque and gave an impression of an encampment of a mediaeval army. The Basuto sat or squatted in their gaily coloured blankets round the camp fires eating meat which had been provided for them by the Government by a great slaughter of oxen. There must have been over forty thousand of them encamped and the arrangements made for the camps and for the feeding of this vast gathering and for the grazing of their animals were admirable. There were no incidents nor was there any trouble of any kind throughout the two days of the Royal Visit.

The next morning, the 12th March, dawned bright and clear. For this was the greatest day in the history of Basutoland, the day of the Royal Pitso or gathering of the assembled tribes in the presence of His Majesty the King and the Royal Family. It was a happy coincidence that this historic occasion should have taken place on Moshesh's day, which is

celebrated each year as a public holiday to mark the occasion on which Basutoland was handed over to the British Crown by Chief Moshesh, the founder of the Basuto nation.

The Princesses obtained a fine view of the Basuto, who were still coming in to the Pitso when they were riding on the racecourse in the early morning. They saw, coming along the road or across the hills, a dense block of men riding with a Chief at their head and one or two of his immediate retainers a short way behind, shouting as they entered Maseru and singing the Chief's praises. For this is "Ka Sesuto" and has been the custom of the Basuto from time immemorial.

The great Pitso was held a short distance outside Maseru. Fortunately, the ground here forms a natural amphitheatre. At a central point the Basuto pupils of the Lerotholi Technical School, working under Mr. N. Archibald, constructed with admirable efficiency a building of stone and wood covered by a thatched roof and having in front a well designed iron railing. The Royal Family sat on a stone platform in the front of this building with members of the Service, all in white uniforms, on tiers of seats behind. Directly opposite them was the Regent Paramount Chief—flanked by her most important Chiefs and councillors. Facing the Royal Family in a great semi-circle were between 70,000 and 100,000 Basuto from all districts and of all types, dressed in a great variety of clothes. Visible to them just above the last line of spectators was the flat summit of a light brown hill typical of the cave sandstone of the Basutoland lowlands cut by a precipice known as Lancers' Gap, near to which a cavalry patrol was cut off during one of the old Basuto wars. The whole made a most impressive picture. All that was lacking were the highly coloured blankets familiar at big Pitsos in the past. A photograph of the Royal Pitso, which gives a good idea of the scene, is included as a frontispiece to this Report.

On arrival, the Royal Family with their mounted escort rode round the Pitso ground and were received with the customary greeting from the assembled throng, "Khotso, Pula" (Peace, Rain). After the King and Queen were seated on the dais, the High Commissioner read an address of welcome and this was followed by an address from the Paramount Chief read by one of her Councillors. His Majesty then replied thanking the people for the loyal welcome they had given him and for the assistance the soldiers of Basutoland had rendered to the Crown and to the Empire during the war. The speeches of His Majesty, and the High Commissioner and the Paramount Chief are given in full at the end of this Report.

After the speeches His Majesty held an investiture for the Paramount Chief, Basuto soldiers, Social Workers and Chiefs. In each case he presented the decoration personally and shook hands with the recipient. The first to come forward was the Paramount Chief followed by the African Pioneer Corps soldiers. The last were the four leading Chiefs who received medallions. These all wore karosses brought from the Bechuanaland Protectorate and the wicker-work hats which are the national head-dress of Basutoland. Their appearance in this costume was both picturesque and popular.

At the conclusion of the investiture the crowd sang "Lesotho", the Basuto National Anthem. Their Majesties and Their Royal Highnesses then left the dais and the first verse of the National Anthem was sung. The Royal Party then left the Pitso ground escorted by a contingent of the Basutoland Mounted Police.

It is estimated that nearly 100,000 Basuto attended the Royal Pitso and they demonstrated in unmistakeable fashion their strong loyalty to the Crown. At the Pitso only 22 policemen were on duty, yet the crowd remained perfectly orderly and quiet throughout the proceedings.

In the afternoon a garden party was held in the beautiful grounds of the Residency to which nearly all the European residents of Basutoland were invited. Before tea the Queen inspected the Basuto Homemakers, and Princess Elizabeth, accompanied by Princess Margaret, the Wayfarer Guides. An Investiture was then held by His Majesty at which Orders and decorations were presented to some twenty recipients. These included both military and civil orders and decorations.

Tea was then served, after which Their Majesties and the Princesses mingled informally among the guests on the Terraces and many Basutoland residents were honoured by being presented to them.

During the afternoon His Majesty presented the ensignia of Commander of the Victorian Order and Member of the Victorian Order to Mr. A. D. Forsyth Thompson, C.M.G., C.B.E., Resident Commissioner of Basutoland and to Lt. Col. C. H. F. Apthorp, Commissioner of Police, respectively, as a special mark of his esteem and in recognition of their services in connection with the Royal Visit.

At 5 p.m. the Royal Family drove to the White Train at Maseru where they said goodbye to Senior Officials and to the Paramount Chief and twenty of the principal Chiefs who were standing nearby, several of them still in national costume. After talking with the Paramount Chief and the Chiefs for some time, the Royal Family entered the train. As the train pulled slowly out of Maseru, their departure was greeted with cries of "Pula" (rain).

And so ended the Royal Visit to Basutoland, two memorable days in the Country's History which will ever be remembered by those who were privileged to be present and by future generations of Basuto who will be told of it by their parents.

*(Speeches Overleaf)*

# The High Commissioner's Speech

MAY IT PLEASE YOUR MAJESTY,

It is my humble duty and honour as Your Majesty's High Commissioner to bid you, Her Majesty the Queen and Their Royal Highnesses the Princess Elizabeth and the Princess Margaret welcome to Basutoland.

We are deeply conscious of the very great honour Your Majesty is paying this Territory, one of the least of Your Majesty's possessions, by visiting it, and the Basuto Nation has gathered in its thousands to to pay its homage.

Theirs is no idle boast that they rank high among the peoples of the Empire in their loyalty to the Crown, a loyalty which they have amply demonstrated in times of crisis. During the 1914-18 war, for instance, large numbers served in the Labour Corps in France. In this war over 20,000 Basuto saw active service in Italy, Sicily and other parts of the Mediterranean war area. Moreover the gift of £100,000 for the purchase of a squadron of Spitfires and other substantial contributions of money were made from Basutoland.

The Basuto remember with pride that 80 years ago Chief Moshesh sought and obtained the protection of Your Majesty's illustrious predecessor, Queen Victoria. This event has since been commemorated annually on the 12th March, Moshesh's day, which is observed as a public holiday, and it is singularly appropriate that the nation should be able to assemble to reaffirm its allegiance to their Sovereign on Moshesh's day.

The Territory has prospered under Your Majesty's protection and that of Your Majesty's predecessors. British rule has brought peace and freedom, and with the guidance of officers of Your Majesty's Service, who have worked selflessly for the good of the people, the Basuto are themselves acquiring the art of wise administration, and are steadily adapting themselves and their institutions to ever changing conditions.

Missionaries have played a notable part in the life of the Basuto and in the education of their children. Traders have contributed greatly to the economic progress of the country of Basutoland.

There are many problems to be faced, such as soil erosion, malnutrition, and improved medical and educational facilities. Much has already been accomplished by means of the generous grants from the United Kingdom Colonial Development and Welfare Fund, and I am confident that with the active co-operation of the people our difficulties will be surmounted within a measurable distance of time.

We deeply regret that the shortage of Your Majesty's visit does not afford us an opportunity of showing more of the beauties of this mountain country of Basutoland. The Basuto are a people with a pride in their country and in its story. They do not forget easily, and Your Majesty's visit will remain green in the memory of this people who today have taken the only opportunity open to them of expressing their deep pleasure in the visit of Your Majesty, Her Majesty the Queen, and Their Royal Highnesses the Princess Elizabeth and the Princess Margaret. In wishing Your Majesty and the Royal Family long life and prosperity we express the hope that Your Majesty may look back with pleasure on this visit to Basutoland.

## Paramount Chief's Speech

I, Mantšebo Seeiso, the Regent Paramount Chief of Basutoland, on behalf of myself, Chiefs and the Basuto Nation, express our cordial welcome to Your Majesty the King, Her Majesty the Queen and Their Royal Highnesses the Princess Elizabeth and the Princess Margaret on this occasion of the first visit since Basutoland was taken under the protection of Her Majesty Queen Victoria The Good and her successors.

My King, I, together with the Chief and these people who are gathered here in great numbers feel proud of your visit to us, and of your inspection of us, and we are sure that your visit among us is one that will never be forgotten in this Territory.

Your Majesty and my King, we have been told by our forebears that our grandfather Moshesh of his own free will asked for your protection, making it clear at the same time that Basutoland would ever remain, even after his death, the heritage of his grandchildren and great grandchildren according to succession and at all times our rights being reserved for us under this protection by His Majesty the King and his benign Government.

My King and Your Majesty, by God's grace, the Basuto under the protection of Your Majesty's Government, have always felt proud to be a distinct section under your rule and protection and do not wish to be separated in any manner from you and your just Government.

My King and Your Majesty, this your visit has afforded me the opportunity of re-affirming, on behalf of myself, Chiefs and the Basuto Nation, our loyalty to your Throne, which has ever been the pledge of our ancestors.

Your Majesty my King, words fail us to convey adequately to you the joy and happiness of our hearts; but we assure you that although we are a small nation amongst the peoples of your Empire, and our Territory is but small in comparison with the great countries flung far and wide under Your Majesty's rule, we yield our loyalty to and affection for you and your Throne to none.

Your Majesty and my King, we are all the more happy that the occasion of your visit has fallen on this day—the 12th. of March—which is the day on which the request of our father, the Chief, was granted by Her Majesty Queen Victoria and her Government, and which at our own request is observed as a public holiday.

Your Majesty and my King, we wish you every success during your reign over us and over all your Empire, and ask that you may always remember us as your loyal subjects, and may the ties of Your Majesty's loyal subjects be such that nothing can break them.

Your Majesty and my King you have entered in peace, may you leave us peace, and may the time which you will spend here be a pleasant one to you and your family.

# His Majesty's Speech

*Regent Paramount Chief, Chiefs and People*

## I GREET YOU

It gives the Queen and me great pleasure to be with you today. I thank you all for the loyal welcome you have given us and the Princesses. We only regret that time does not permit us to see more of your beautiful country and its people.

I appreciate that you have travelled long distances to be present here today to greet us and to express your loyalty to the Crown. It is indeed fortunate that we should have been able to visit you on Moshesh's Day—the day which commemorates the annexation of Basutoland by the British Crown. On this day your great Chief, the founder of your Nation, placed himself and his people under the Government of Queen Victoria. Today, I congratulate you on the good relations which have subsisted between us and the manner in which you have demonstrated your loyalty and love.

During the recent war you came to my assistance when I was beset by many and powerful enemies. I thank your soldiers for their services and sacrifices and for their help in that time of great danger. I thank you also for the help you all rendered in so many directions during that difficult time. Your answer to the call, when the whole future of the British Empire was at stake, will never be forgotten.

The Queen and I and our daughters will always cherish a fond recollection of our visit to Basutoland and the warm welcome we received from its people.



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# Basutoland

## 1948



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It is anticipated that the Colonies and Protectorates for which 1948 Reports are being published will, with some additions, be the same as for the previous year (see list on cover page 3).

COMMONWEALTH RELATIONS OFFICE.

# ANNUAL REPORT ON BASUTOLAND

## FOR THE YEAR 1948

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# PART I

## General Review.

### **Ritual Murder.**

Uppermost in the minds of all connected with Basutoland has been the growing incidence of that savage crime which is commonly referred to, perhaps incorrectly, as ritual murder. The number of cases reported has been on the increase since 1940. In that year there were no cases, in 1941 two cases were reported, in 1943 four, in 1945 six, and in 1947 also six, but in 1948 the number jumped to twenty cases reported. So far seven of these cases have been sent up for trial, involving sixty-three persons and including two of the most senior Chiefs in the country. Forty-six of them were sentenced to death and nineteen executions have taken place in the Maseru Gaol. There were still twenty-one cases being investigated at the end of the year.

This grave situation has naturally exercised to the utmost the minds of all those concerned with the well being of the country. The Police have had their task made twice as difficult by the fact that Chiefs and Headmen are involved in almost every case and because many of the people still believe in the efficacy of human flesh as medicine.

Government is using every means in its power to stamp out the horrible evil. At the annual session of the Basutoland Council the High Commissioner made clear to members the grave discredit that was being brought upon the Chieftainship and the Territory: His Excellency warned Council in the most solemn terms of the stern measures Government would be forced to take if these murders did not stop.

It is to be hoped that before such measures need be imposed Basutoland will no longer present to the world the contrast seen to-day. For on the one hand are these barbarous crimes and on the other hand the widening of education, the satisfactory working by the Basuto of part of the machinery of Government, and excellent progress in agriculture. It is tragic that the record of progress which follows should have been marred by these unhappy events.

### **Agriculture:**

The rainfall of 32" was 3" above the average and accounted for the excellent yields of all crops — the best in five years. Unfortunately it rained rather late into the

harvesting season, thus delaying the ripening of the maize and kaffir corn crops, which were later damaged by frost; but even so, large quantities of peas, wheat, maize and sorghum were exported into the Union. Had it not been for the shortage of bags and consequent transport difficulties even more might have been exported; as it was much had to be held in reserve. For this, in spite of the storage difficulties, there was later good reason to be thankful. The spring planting rains in the last three months of 1948 were very poor and 1949 will undoubtedly be a year of great shortages, which the previous years' surplus may do something to relieve.

It was interesting to see the traditional storage bins being made again in those villages which could not get rid of their surplus. Government, too, has been busy building brick storage tanks. In future years a large reserve of grain will always be kept in these tanks until it is known that the following season's harvest has been secured.

The excellent crop yields were also partly a result of the great increase in the quantity of manure applied to the land, following on a new scheme to subsidise its application.

Cattle also benefitted from the good rains, keeping condition remarkably well. The country is still, of course, badly overstocked, but there was a welcome increase in the number of cattle exported — 10,000 head, compared with 6,322 in 1947.

Market gardening, at which the Basuto show no natural skill, progresses well and many new gardens were made with the help of agricultural demonstrators. Common seedling vegetables which the Basuto find hard to raise were cultivated in Government nurseries and sold readily.

An outstanding demonstration of the value of better farming methods was organised as part of a school club competition in the Mafeteng district. Schoolboys worked portions of their fathers' lands under the supervision of the senior Agricultural and Livestock Officer, and at the end of the season the sons obtained an average yield of 8.1 bags of maize per acre compared with their fathers' 2.4 bags. Such successful experiments as these should do much to encourage more modern methods in that most conservative art.

Agricultural shows can also be most helpful. A number were organised during the year by local agricultural organisations and they showed a high standard of quality amongst the exhibits. Government encourages them in every way and makes £10. grant to each show as prize money.

**Co-operation:**

It is in the sphere of agriculture that Co-operation must surely play a big part in the future, and the beginnings of the movement in Basutoland are being fostered. It is an entirely new departure marked by the appointment in January, 1948, of an administrative officer as Registrar of Co-operative Societies, after a co-operative training course in the United Kingdom, Cyprus and Nigeria. During the two years immediately preceding this appointment a few societies had come into being, sponsored by an unofficial agency, but these were inevitably handicapped by the lack of any co-operative legislation, and of a trained authority to assist and supervise them.

Co-operation was, therefore, virtually non-existent in the Territory prior to 1948. Nor had there yet arisen any spontaneous demand for it among the people; those who had heard of it at all had little conception of what it really meant, generally supposing it to consist in the provision by Government of a chain of stores in which merchandise would be sold cheaply and the people's produce purchased at high prices.

In these circumstances the Registrar found it necessary, before starting any societies, to spend several months in the districts explaining Co-operation to the people and persuading them not only that it was a good thing in itself, but that it was needed in Basutoland and could benefit them directly. The Native Authority was quick to realise the potentialities of Co-operation and to lend the embryonic movement its support, but it was essential that the man on the bridle-path should himself be taught to believe in it. This process has begun and is making headway gradually.

It is difficult at this stage to predict with any certainty the directions in which the movement will develop. They will be governed by local conditions. The country is mountainous and mainly pastoral, supporting large numbers of sheep, cattle and goats, though under the pressure of population more than one-seventh of the land is now under cultivation, and considerable quantities of wheat, maize and sorghum are grown, with peas, beans, oats and barley as minor crops. Maize and to a lesser extent, sorghum, are subsistence crops, but wheat (which is grown largely in the mountains) is the Territory's chief produce export after wool.

Each district has a number of trading stations, the majority being in the small but populous lowland areas. These are mostly European-owned and managed, and they not only provide all the people's merchandise requirements

but purchase all their produce. Prices, both of merchandise and of produce, have risen very considerably during and since the war, but it is not always possible for the Native to obtain the best price for his produce by sale within the Territory.

There are no industries and no minerals in workable quantities. Though a large exporter of labour to the gold mines and other industries in the Union of South Africa, the Territory must always depend in the main on its pastoral and agricultural resources, and it is felt that in developing these and getting the utmost out of them agricultural Co-operation of all kinds can play a very big part. The establishment of some consumers' Co-operation as well, especially under present conditions, appears to be warranted, while there is scope also for thrift societies and craftsmen's societies.

The task of developing a co-operative movement in Basutoland will be extremely hard; ignorance, opposition by vested interests and above all the conservatism and inertia of the people themselves must all be overcome. But the potential rewards, in the shape of greater prosperity for the Basuto, and, perhaps even more important, a training in democratic institutions and a developing social sense, amply justify the effort.

### **Native Administration:**

In the political sphere also there was much progress. A motion in the Basutoland Council in the year 1947 that the people's representation in Council should be increased to fifty members was defeated, but it was felt by the Government that there was a genuine desire among the people for greater representation. Consequently, after discussion with the Paramount Chief, it was agreed that the number elected should be doubled. Thus, including the six members elected by the various sectional bodies such as the agricultural association and teachers' association, there are now twenty-four members elected by the people to the Basutoland Council.

Another motion in Council that was accepted was that the Paramount Chief should have three permanent advisers to be elected by the Council. These have now been appointed and are working at Matsieng.

Marked success has been achieved in certain areas by Chiefs who have shown that they are conscious of their administrative duties. For example the problems of soil erosion and grazing control are being energetically tackled by the Chiefs of Qacha's Nek and Mokhotlong and striking

results have already been obtained. The time is coming when the stature of a Chief will be judged not only by his birth but more particularly by his achievements.

The great problem affecting the Native Administration is how to find more revenue to meet the demands for development and the equally insistent demands for improved conditions of service for the officials. Up to the present more than five-sixths of the National Treasury revenue has been spent annually on administration, the greater proportion of it going on salaries to the Chiefs, Court personnel, tax collectors and Treasury staff. Now Government proposes to hand over more of its services to the Native Administration.

As a first step, responsibility for the upkeep of bridle paths is to be handed over on 1st. April, 1949. To help pay for this and other services the collection of fees for Native trading licences, butcher, and cafe licences off the Reserves, is to be entrusted to its care, the revenue accruing going into the National Treasury.

After two years of working it became apparent that certain of the existing Native courts were doing insufficient work to justify their continued existence. In the interests of efficiency and economy therefore, and with the full approval of the Paramount Chief the number was reduced by twelve to 107.

The jurisdiction of these courts has been extended to include cases of infringement of the sheep dosing regulations, and "A" Courts may now try cases of tax default.

### **Finance:**

The accumulated surplus balance at the 31st March, 1948 was approximately £540,000. For the year ending the 31st. March 1948 the final figures show a small surplus on the year's working.

Taking into account additional expenditure authorised during the year amounting to approximately £80,000 which was not foreseen when the estimates were prepared the result is satisfactory.

The estimate of revenue for the financial year 1948/49 is £810,000 and expenditure £873,000 so that a deficit of £63,000 has been budgeted for. This is mainly due to the large expenditure on capital works proposed during the year, amounting to approximately £110,000, necessitated by the general development of the Territory, and to supply deficiencies which could not be made up during the war years.

### **Medical:**

The year under review has been a busy one and the

Medical staff have been kept fully occupied. The number of patients attending Government hospitals to-day is almost double what it was ten years ago, and the numbers are increasing yearly.

There have been comparatively few epidemic diseases during the year, and a marked decrease in deficiency diseases, especially in the southern half of Basutoland.

New X-Ray plants were installed at Maseru and Leribe and have proved most useful. Efforts are being made to obtain a similar plant for Mafeteng.

The new Hospital at Teyateyaneng which is being built out of Colonial Development and Welfare Funds has been started. It is also proposed to build a new hospital and dispensary at Butha-Buthe in 1950, followed in subsequent years by extensions to the Leribe and Mafeteng hospitals. In about 1955 it is hoped to build a new hospital at Mokhotlong. Between now and 1955 mountain health centres at Phamong, Marakabei, Semongkong and Mashai, will be built. The cost of all these plans being borne by the Colonial Development and Welfare Fund.

### **Education:**

During the year the Central Advisory Board on Education met to consider the three sections of the Education Proclamation (published at the end of 1947 and described in last year's report) which were not enforced. The sections were briefly as follows:- (a) that new pupils should only be admitted to schools during the first three weeks of the term. (b) that pupils should be required to attend school at least three quarters of the terms, and (c) that the number of pupils to each teacher should be limited. The Board recommended that the first rule should be enforced; that the second should only apply to girls for the present and regarding the last it recommended that the best way to cut down the number of pupils per teacher without turning children away from school was to adopt a shift system as a temporary measure.

The Basutoland Council later endorsed the first two recommendations and they are now being enforced, but it preferred to leave the question of limiting the number of pupils per teacher where it was for the present.

It became apparent in the middle of the year that there were insufficient funds in the Education Vote to pay cost of living allowances to teachers at the rates then prevailing. In October, therefore, teachers' salary scales were revised. The full rate of cost of living allowance was incorporated into the salaries of all male certificated teachers, and all

teachers in institutions. A lower rate was incorporated into the salaries of uncertificated male teachers and women teachers in the primary schools. The savings so effected will enable educational expenditure to be kept within the limits of the expenditure approved under the ten year plan.

In August a conference attended by representatives of the Paramount Chief, the Missions, the Basutoland African National Teachers' Association, the local Press and the Government, sat to consider the revision of Sesuto orthography. A number of recommendations were approved and submitted to the Basutoland Council for consideration, but the latter were suspicious of the changes and turned them down. Certain changes are however, very necessary and the matter has not been shelved.

A medical inspection of 1,062 pupils at five schools in or near Maseru showed that, on the whole, the general health of the Maseru school children was satisfactory.

A number of advisory committees for elementary and intermediate schools have come into being, and the Basutoland High School has been placed under a committee of Africans and Europeans.

Two more Basuto have been granted scholarships and sent overseas for further professional training at the Institute of Education, London University. There are now four Basuto in training in England.

For the first time gratuities have been paid to retiring mission teachers. During the year eleven teachers were so rewarded for their many years of faithful service.

### **Welfare:**

The work of the Welfare Officer has so far continued to be concerned primarily with the welfare of ex-soldiers and their dependants through the medium of the Pensions Board and the Basuto soldiers' Benefit Fund.

It was agreed with the Paramount Chief that the first step in promoting social welfare should be the formation of welfare societies in each District Headquarters based on the community halls which are to be built. Apart from the grant made for building these halls there is a sum of £1,500 to be used towards equipping them and launching the project.

It is also intended to establish a library at each hall and it is hoped that funds for this purpose may be obtained from the Deferred Pay Interest Fund.

The first of community halls to be built in the Territory was opened in Maseru on December 23rd by the Resident Commissioner. At the same time a fine library for Africans adjoining the Hall was opened.

**Police:**

The reorganisation of the Police Force on modern lines continued during the year; a higher standard of education is being demanded of the African members of the Force, a modern police training school is being established and mechanised transport is being introduced. Moreover the Criminal Investigation Department has been firmly established and is functioning with great efficiency. Over 166,000 miles were covered in patrolling rural areas; and 98.82% of serious crimes and 97.34% of all classes of crime which they investigated were satisfactorily disposed of, including 42 murder cases sent for trial and 112 stock theft cases.

There was an apparent increase in crimes of a serious nature, but it is not yet possible to say whether there was a real increase or whether, owing to the greater efficiency of the Police Force, more crime had been detected and dealt with than formerly.

**Prisons:**

A new Prisons Proclamation was promulgated in the course of the year, and the Department of Prisons is now separate from the Police Department.

Plans have been drawn up for the building of a new central prison in Maseru and work on the building has recently begun. It will be some years before the whole of the new prison is completed, but as each section becomes habitable it will be occupied.

At the present Central Prison in Maseru the Prison garden has been greatly extended and vegetables are now supplied to several public institutions such as the Maseru Hospital, the Leper Asylum and the Gaols at some of the District stations. Instruction is now also given in tailoring, shoe-repairing, black-smithing and brick-making.

The industrial education of prisoners on the lines indicated is an innovation which it is hoped to develop, and thus give emphasis to the reforming aspect of prison life as well as the punitive.

There is now no shortage of applicants for the Prison Service and a fairly high standard of education and physique can be demanded.

**Transport and Communications:**

A successful experiment was carried out during the year in Mokhotlong area with Jeep transport. At present the only land supply route to this mountain District, which lies on the Eastern border of the country in the heart of the

Drakensberg range, is from Himeville in Natal, at the foot of the mountain a long climb up through the Sani Pass (9,400 ft.) and then another 35 miles of bridle path to the District Headquarters. The normal means of transport on this route has always been the donkey, which took about seven days to do the round journey. The chief objections to it were that it took so long, carried a small load, and, because it could carry no fodder, ate voraciously en route and caused erosion. The donkey mortality rate, too, was high and on the grounds of humanity alone this method of transport would have had to be stopped.

The new scheme, which should be in operation early in 1949, entails the use of mules transport from the foot of the mountains to the top of the Sani Pass and thence to Mokhotlong by Jeep. A round journey will then take only one day, as against seven, more can be carried at one time and many more journeys will be made in the year. The mules will not feed while travelling, and so allow the grass to grow again.

The bridle path between the top of the Sani Pass and Mokhotlong is being rapidly re-aligned, and small river and stream crossings constructed to take the Jeep. Mule stables and fodder sheds will be built, and a "Post" at the top of the Sani Pass is nearing completion.

This scheme will be of great benefit in the development of the Mokhotlong District, which, in the past, owing to its remoteness, has tended to be neglected.

A great increase in the use of air transport to Mokhotlong has also come about in the last year. Previously officers going to Mokhotlong either had to trek the whole breadth of the country on horseback, a serious and lengthy undertaking, not always possible because of the treacherous weather in the mountains, or else, more usually, go by car right round the Territory using Union roads as far as Himeville, then by horse up the Sani Pass into Mokhotlong. This took several days. Nowadays officers go more cheaply and in a little over an hour by air.

### **Salaries Commission:**

The long awaited Report on the salaries and Conditions of Service in the High Commission Territories was published towards the end of the year; simultaneously Government published a statement on the Report indicating which of the recommendations were accepted, and which were to be reserved for further consideration.

Cost of living allowances which were being paid supplementary to salaries have been incorporated into the new

consolidated rates of pay, which have been remodelled on those which have followed on similar Commissions in East and Central African Territories.

A local inter-Territorial Committee has been set up which will sit early in 1949 to consider anomalies arising out of the Report and the revision of certain local allowances.

### Development:

An amount of £830,000 has been approved under the ten year development plan. This has been divided up among the following schemes:-

- (a) £303,480 to agriculture, or, more specifically, to soil conservation measures.
- (b) £316,000 to public works — i.e. road communications and water supplies.
- (c) £108,825 to medical and health.
- (d) £100,300 to education.
- 1,395 Balance.

£830,000

Revised estimates of receipts from the Colonial Development and Welfare Fund during the year 1948/49 are:-

Extensions of Lerotholi Technical School	
and High School	£1,992
Training of African Medical Officers	675
Anti-Erosion Measures	33,000
Water Supplies, Maseru	21,941
District Water Supplies	2,435
Education	10,650
Medical Health	6,200
<b>TOTAL</b>	<u><b>£76,893</b></u>

The progress of the more important development schemes in the Territory that have not already been mentioned may be summarised as follows:-

### Soil Conservation:

#### Terracing in Lowlands:

The area terraced or banded in the lowlands was 27,204 acres, which exceeded last year's record. This is partly due to the fact that in comparatively flat rolling country, heavy banks have been interspaced with 6' to 9' wide Buffer Strips at the recognised 6' vertical interval. This system has not been very satisfactory this season as in some areas it has been found that there is too much of an accumulation of flood water between the actual terrace banks. In

consequence there have been numerous breaks. However, as the season has been very difficult the system cannot be condemned entirely, and it is proposed to try it out for another year at least.

The mean cost of constructing the 1,557 miles of terrace was 6/- per 100 yards, which is slightly cheaper than last year.

#### **Dams:**

The 21 dams constructed have a capacity of 38,874,150 gallons making the total capacity for dams constructed to date 425 million gallons. The cost of construction for this year works out at 4.05/- per 10 cubic yards of wall and 0.37/- per 1,000 gallons water impounded. This is a reduction of 1.6/- per 10 cubic yards on 1947 costs and is due to the introduction of larger buck scoops.

During the very dry winter these dams have been of inestimable value for stock, and saved cattle tramping many miles in search of drinking water. Most of the dams held water throughout the 4 months drought.

#### **Beaconing:**

Numerous meadow strips have been beaconed off and have proved very useful during the drought. In many areas the provided the only grazing.

#### **Grass Planting:**

Again it has been a most unfavourable season for the planting of grass. Kikuyu has stood up to the drought better than many of indigenous grasses, and gully banks once established to this grass are safe from any but the most abnormal flood.

#### **Grass Spillways:**

Ten Grass spillways were laid out during the year. In many of the old spillways the grass has died; this will mean re-sodding as soon as conditions become favourable.

#### **Buffer Grass Strips:**

Due to more favourable conditions prevailing in the mountain areas there has been an increase of 4,515 acres protected. This is most satisfactory as last year it was estimated that there would be a reduction in the output of strip work due to the fact that in many areas all the larger blocks of cultivation had been completed and only isolated lands remained to be done. This figure, however, does in-

clude a large proportion of virgin lands which are actually marked out by the owners. This was done at no additional cost, apart from the demonstrators' time.

The cost of setting out these 16,341,056 yards of strips was £3,318-6-8d. or 1.7/- per acre. In some areas the strips have completely grassed over and are indeed acting as buffers for spreading flood water and holding silt, but in many valleys the results are still disappointing. In spite of seeding trials with various species of indigenous grasses these strips are still bare except for a little rescue grass and khaki bush. On certain slopes it is still necessary to re-mark the stripes each year before ploughing season begins, otherwise the occupiers would plough them out.

### **Mountain Diversion Furrows (Training Banks):**

There has been a slight falling off in this work due to the fact that in some Districts the people would not take on the work at the rates laid down for standard sizes of banks. It is now proposed to pay 25/- per 100 yards for a 6' wide furrow, 20/- for 5' and 15/- and 10/- per 100 yards for 4' and 3' wide channels. Every furrow will be at a gradient not exceeding 1 in 25, as it was found that bad scouring took place on some soils where this gradient was exceeded. 488,887 yards of diversion furrows were dug, but it has been found to be impossible to survey the area actually protected. Check surveys have again been carried out, however, and it has been established that on the average 100 yards of furrow protect 4 acres of cultivated land. Last year it was worked out on a basis of 100 yards protecting  $4\frac{1}{2}$  acres.

### **Education:**

#### **Lerotholi Technical School.**

The Hostel, which is the largest building in the scheme, has been brought up to first floor level. The European staff house and outbuildings have been completed, and the motor mechanics' garage is up to roof height. The completion of this building has been held up by a shortage of cement, which, however, is now available.

### **General:**

The Educational Secretaries are doing valuable work in co-ordinating the educational work of the missions with the educational plans approved by Government.

The equipment grants paid to institutions have enabled them to bring their equipment up to a reasonable standard. In addition small equipment grants have been made to every aided primary school in the Territory.

£300 building grants, on a £ for £ basis, have again been allotted to each administrative district for the improvement of elementary schools. The division of these grants is based on recommendations made by the District Advisory Committees. The rebuilding programme at the Basutoland Training College, Morija, is proceeding steadily. The shower and wash-room extensions have been completed, an African and a European staff house erected, and extensive improvements to the dormitories have been started. Two Form A classrooms at Mission intermediate schools have been completed and a third should be ready early next year.

### Medical and Health:

There are four African Medical Students in training at the Witwatersrand University, one of whom should complete his course in June and one at the end of 1949.

At the Maseru Hospital 11 African probationers are taking the General Nursing training; four of these girls take their final examination at the beginning of 1949. Two trained African Nurses are taking a one year's midwifery course.

### National Treasury:

The Basuto National Treasury completed the second year of its existence on the 31st March 1948.

The following is a summary of the Revenue and Expenditure for the financial year:

Revenue:		Expenditure:	
I. Share of Native Tax	£78,430	A. Administration	£98,275
II. Court Reciepts:		B. Development	11,129
Fines	23,416	C. Capital Works	852
Fees	9,119		<hr/> 110,256
III. Sale of Stray Stock	£4,152		
VI. Home Industries	4,068		
V. Other receipts:			
(1) Miscellaneous	337		
(II) Interest	75	Balance	9,341
	<hr/> £119,597		<hr/> £119,597

The surplus balance of £9,341 was due partly to receipts from court fines which exceeded the estimates by £3,416 and receipts from sale of stray stock which exceeded the estimated figure by over £2,000, and partly to savings notably in witness expenses, afforestation and personal emoluments.

**Native Tax:** The share of native tax actually received from the central government on the 31st March 1948 was £78,430 i.e. 31% of the estimated tax. The final figures for tax collected during the year however, fell short of the estimated amount by £3,393, and as the National Treasury's share is 31% of actual tax collected a refund of £1,052 has had to be made in the current year. Collections on the Reef improved slightly over the poor figures of the previous year, but still fell short of the estimated figure by approximately £2,000. Collections within the territory started badly but as a result of the improved harvests, the lower price of maize and the exertions of all concerned in tax collection, the position improved considerably at the end of the year. It is clear that a good deal of tax is being lost as a result of Basuto emigrating to the Union and taking up employment in industrial concerns at scattered points, but efforts are being made to regain contact with these taxpayers.

**Courts:** As indicated above, revenue from court fines exceeded the estimated amount. The excess was due partly to speedier enforcement of criminal judgments and partly to the work of district committees, which were established to examine among other things the many out-standing judgments in the registers of the native courts. As a result of the working of these committees Court Presidents were reminded of their duties in this connection and though much remains to be done, better efforts have been made to collect outstanding fines. During the year a survey was carried out into the number of cases tried at all the courts in the territory, to find out whether savings could be made by the elimination of certain courts. Twelve were eventually closed.

**National Treasury Staff:** The keen interest displayed by the Staff was maintained throughout the year, and in his annual report the Financial Secretary commented very favourably on the standard of accounting work. At the end of the two year period of secondment all but one of the senior staff elected to remain in the National Treasury. The loss of the one member, however, and the subsequent resignation of the Assistant Treasurer, showed clearly the disparity

that exists between the senior and junior staff, and some difficulty was experienced in finding replacements. It is most necessary that Sub-Accountants should begin to train the junior members of their staff in their own work, if suitable replacements for the senior officials are to be available from the National Treasury Staff. Steps are being taken to see that this is done.

**Home Industries:** An amount of £723 was received from the sale of products, representing a slight improvement over the previous year's revenue. £5,581 was transferred from the Reserve Fund to meet the year's expenditure. A deputy organiser was appointed to assist the organiser and learn the work under him. Most of the District Advisory Committees held their first meeting during the year and it is to be hoped that these committees will help to foster local interest.

**General:** At the end of the year a further £20,000, was invested with the Government at 2½ interest, bringing the total amount invested up to £90,000. A further £6,000 was transferred from surplus balances to the special reserve fund to bring that fund up to £60,000.

### **Road Communications and Water Supplies:**

During the period under review three new bridges have been completed, one over the Mahlabatheng Spruit, one over the Roma Spruit on the Roma road, and a low level bridge across the Old Hoek Spruit near Mohale's Hoek. The road from Matsieng to Morija has been opened, and surveys have been carried out for the construction of a road which it is hoped to build from Natal to Mokhotlong. The road equipment has been mechanised and the uneconomical and slow bullock and scotch cart replaced. It is hoped that this will result in a marked improvement in main roads in the near future.

It is hoped to begin building the mountain road from Maseru to Marakabei and Ntaote's in 1950. The proposed route of the road is shown on the map at the end of this Report. The cost will be met from Colonial Development and Welfare Funds, but before work can begin, grazing control will have to be established in the whole of the area through which the road runs. This project will, of course, be of enormous benefit in developing the country, as the only present means of reaching the interior of the country is on horseback.

Next year it is hoped, with Colonial Development and Welfare Funds to start building the important road which links the Butha-Buthe road system with Thakabanna—Dibono area; and also to start a six-year road improvement programme by building low-level bridges and causeways.

Details of the Maseru and Districts water supply schemes and progress made on them during the year are given in Part II, Chapter X — Public Utilities.

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## PART II

### Chapter I: Population.

The population of Basutoland has more than doubled in the last 50 years. In 1898 it was estimated at 256,000 and in 1936 it reached its peak of 562,311. The increase has been partly due to immigration, particularly of Tembus from the nearby Districts of the Cape Province, stimulated by the feeling of some Basuto Chiefs that their importance would be enhanced by increasing the number of their subjects. Of recent years however, this process has been reversed, immigration has been replaced by emigration, and the preliminary figures for the 1946 census show a decrease of approximately 6,000 in the total population.

The final figures may differ to a certain extent from the statistics shown below but there seems no doubt that there has been a drop in the native population living in the Territory. It is generally agreed that this fall is not due to faulty enumeration but to certain economic factors such as land scarcity, soil poverty, and a succession of bad harvests which has inevitably resulted in a large exodus to the industrial centres of the Union, where many may have become permanently resident. It remains to be seen if this population trend will be permanent.

The three Districts most affected are Maseru, Mafeteng and Qacha's Nek. The first two besides being the biggest sources of labour for the mines, are also, from an agricultural point of view, the poorest. From Qacha's Nek a steady drift to the Transkei has been taking place for some time past.

It appears that many Basuto are gradually discarding their feudal mode of life and that education and the lure of urban amenities and opportunity make it inevitable that they should be drawn to the Union.

The slight increase in the figures of the European population in 1946 as compared with 1936 (apart from natural increase) is due to three factors: the employment by Government of a larger European Staff; an increase in trading activities; and to the arrival of more missionaries in the Territory. Over the last 25 years there has been an increase of 75 Europeans.

The present distribution of the Native population shows a distinct relationship to the physical structure of the country. The bulk of the population is still concentrated

in the lowlands, and in these areas saturation point seems to have been reached: the density being probably as great as in any other part of South Africa. The highlands were, until recently, almost entirely reserved for grazing, and even such a considerable concentration of population as now exists in the rich valleys near the Maletsunyane Falls only dates back about 20 years.

With the increasing pressure on the land in the lowlands the people extended their cultivation up the river valleys, and, as these were in turn found to be inadequate, up on to the mountain slopes. This migration of the population towards the highlands is general for the whole of Basutoland and is evidently controlled by climatic conditions and the search for fresh land for cultivation. In these higher altitudes most of the population are concentrating round about the 7,500 mark, as is witnessed at Semonkong and Mokhotlong. It is doubtful if much cultivation will ever be undertaken above 8,500 feet.

In the Table below are given the preliminary figures for the census held in May 1946:

(A) BASUTO IN THE TERRITORY.

<i>District</i>	<i>Males</i>	<i>Females</i>	<i>Persons</i>	<i>1936</i>	<i>Difference</i>
Butha Buthe	14,929	20,350	35,279	34,869	+ 410
Leribe	42,399	55,870	98,269	97,376	+ 893
Teyateyaneng	24,984	32,569	57,553	55,522	+2,031
Maseru	43,369	57,985	101,354	108,237	-6,883
Mafeteng	30,505	38,031	68,536	70,864	-2,328
Mohale's Hoek	28,806	37,126	65,932	65,309	+ 623
Quthing	19,865	25,714	45,579	44,552	+1,027
Qacha's Nek	19,639	24,921	44,560	46,132	-1,572
Mokhotlong	16,424	20,341	36,765	36,412	+ 353
	240,920	312,907	553,827	559,273	-5,446

(B) EUROPEANS IN THE TERRITORY.

<i>District</i>	<i>Males</i>	<i>Females</i>	<i>Persons</i>	<i>1936</i>	<i>Difference</i>
Butha Buthe	14	17	31	50	- 19
Leribe	77	94	171	154	+ 17
Teyateyaneng	60	48	108	94	+ 14
Maseru	364	360	724	583	+141
Mafeteng	111	111	222	189	+ 33
Mohale's Hoek	86	100	186	150	+ 36
Quthing	56	46	102	106	- 4
Qacha's Nek	53	46	99	82	+ 17
Mokhotlong	21	14	35	26	+ 9
	842	836	1,678	1,434	+244

## (C) COLOURED.

<i>District</i>	<i>Males</i>	<i>Females</i>	<i>Persons</i>	<i>1936</i>	<i>Difference</i>
Butha Buthe	5	4	9	—	—
Leribe	38	40	78	—	—
Teyateyaneng	41	27	68	—	—
Maseru	87	92	179	—	—
Mafeteng	53	51	104	—	—
Mohale's Hoek	17	28	45	—	—
Quthing	17	18	35	—	—
Qacha's Nek	13	13	26	—	—
Mokhotlong	1	—	1	—	—
	272	273	545	1,263	—718

## (D) ASIATICS.

<i>District</i>	<i>Males</i>	<i>Females</i>	<i>Persons</i>	<i>1936</i>	<i>Difference</i>
Butha Buthe	89	65	154	—	—
Leribe	63	63	126	—	—
Teyateyaneng	14	4	18	—	—
Maseru	10	5	15	—	—
Mafeteng	6	2	8	—	—
Mohale's Hoek	3	—	3	—	—
Quthing	—	—	—	—	—
Qacha's Nek	8	8	16	—	—
Mokhotlong	—	—	—	—	—
	193	147	340	341	—1

The final tabulation of statistics is being undertaken by the Union Department of Census, and is not yet finished.

**Wages and Cost of Living:**

The few wage earners who find employment in the Territory may be classified as follows:

- Domestic servants, earning from £1-10-0. to £5 a month, including the value of food and lodging if provided.
- Labourers, employed mainly on roads and other public works, anti-erosion work etc. at rates of from 1s. 9d. to 2s. a day. Public Works labourers work a 54 hour week.
- Foremen, earning from £5 to £8 a month.
- Artisans, earning from £8 to £17 a month.
- Trading store employees, earning £3 to £7 a month.

In considering these wages it should be remembered that every married man is entitled to lands on which to grow food, free occupation of a site for his house and communal grazing rights for his cattle.

During the year there has been a continual steady rise in the cost of living in Basutoland. At the beginning of the

year Government was paying all its employees a cost of living allowance which was calculated on the basis of a rise of 38% in the cost of living index since 1938. By the middle of the year it had risen to 40% when the allowance was "frozen." This followed on the publication of the Fitzgerald Commission Report on Salaries and Conditions of Service, which recommended the incorporation of the cost of living allowance in salaries, which were then to remain static. This recommendation was accepted by Government. Since then the Cost of living index has again risen. At the end of the year it was 51.4% above the 1938 level. It is not the intention of Government at this stage, however, to re-introduce cost of living allowances on the assumption that the cost of living is bound to fall, and that what is lost now will be regained later.

The following Table shows the rise in prices of various commodities in the last year, and as compared with pre-war prices:—

		<i>Price</i>		
<i>Commodity</i>		1938	1947	1948
Bread	per 2 lb. loaf	4d.	7d.	7½d.
Flour	" pound	2d.	3d.	3½d.
Rice	" "	4d.	10d.	9½d.
Oatmeal	" "	3d.	5d.	5d.
Tea	" "	2/3d.	4/10d.	5/-
Coffee	" "	1/9d.	2/ 6d.	2/11d.
Sugar	" "	3d.	4d.	4½d.
Jam	" "	5d.	9d.	9d.
Potatoes	" "	1d.	2d.	3d.
Butter	" "	1/2d.	2/- 5d.	2/- 6d.
Cheese	" "	1/2d.	1/10d.	1/10d.
Eggs	" dozen	1/6d.	3/-	2/- 6d.
Milk	" gallon	2/-	2/- 9d.	2/- 8d.
Bacon	" pound	1/5d.	2/- 8d.	2/- 9d.
Beef	" "	6d.	1/-	1/-
Mutton	" "	7d.	1/- 2d.	1/- 3d.

### Trade Unions:

It was a necessary condition for obtaining assistance from the Colonial Development Fund that facilities should be provided for the establishment and activities of Trade Unions. There had previously been no need for such legislation in Basutoland owing to the total lack of Industries.

Proclamation No. 17 of 1942, entitled the Basutoland Trade Unions and Trade Disputes Proclamation, has provided for the registration and regulation of Trade Unions in Basutoland and for the orderly settlement of Trade disputes.

By the end of 1948 no Trade Unions had been registered in Basutoland.

## Chapter II: Occupations and Labour.

The principal occupations of the Basuto are agriculture and stock farming, and for these pursuits the country provides all the essentials. Its climate favours the development of a healthy hardy mountain people and it is free from the chief scourges of Africa; there are few mosquitoes and no malaria or tsetse fly. It is also free from many of the forms of cattle disease which plague countries nearer sea level.

Through misuse, however, the land can now no longer entirely support the vastly increased population. The energetic steps that have been and are being taken to rejuvenate the soil and bring it into full production are described in a later chapter, but it is mentioned here because it is one of the reasons why there are few male Basuto who have not at one time or another left the country to seek work in the Union. There are few openings apart from a small number of posts in the Government Service, for employment in Basutoland itself.

It has been estimated that in any one year approximately 50% of the adult males are absent from the country. This is a large figure, and while it may be easy to give some of the more obvious reasons for the annual migration, others are more difficult to assess. One major cause is their increasing dependence on 'consumer goods'; including some foodstuffs, and other items such as clothing, tools, doors and windows, agricultural implements and ironware of all sorts; another is the need for cash for the purchase of cattle: a third is dissatisfaction with the restraints of home and the old tribal life, and the desire to see the world outside.

The majority of the men go to the gold mines of the Witwatersrand, but statistics indicate that the number is declining every year. At the 31st December 1948 there were 27,672 Basuto employed by the scheduled Gold mines compared with 30,888 in 1947 and 35,136 in 1946.

Coal, diamond, manganese and other mines take a portion of the remainder, the rest being absorbed in industry, as farm labour, and finding miscellaneous employment as domestic servants, shop assistants etc. A table is given below showing the number of passes issued in the last three years to Basuto leaving the Territory for employment in the Union. The difference between the number of passes issued and the workers employed on the mines is largely

accounted for by the numbers who remained on at the mines from previous years.

Mines	1956	1947	1948
Gold .....	23,578	19,304	20,562
Coal .....	3,007	3,176	4,701
Diamonds .....	148	209	878
Manganese .....	—	—	126
Other Mines .....	259	499	575
<b>Total Mines</b>	<b>26,992</b>	<b>23,188</b>	<b>26,842</b>
Agricultural .....	1,983	1,688	4,199
Miscellaneous Labour.....	13,497	10,262	18,778
<b>Total</b>	<b>42,472</b>	<b>35,138</b>	<b>49,819</b>

The Chamber of Mines, Johannesburg, is represented by the Native Recruiting Corporation Ltd., with its local Superintendent and head office in Maseru, and branch offices in other district headquarter stations. The corporation recruits either under contract or under the Assisted Voluntary System.

The contract, which is attested before a Government officer, binds the recruit to work in a certain mine for a certain number of shifts at given rates of wage, according to the class of work performed. Basuto, incidentally, are usually employed on the more difficult and better paid tasks, such as shaft sinking. The majority are employed underground.

The majority of recruits for the mines prefer to engage under the Assisted Voluntary System. By this system the recruit is not attested for work on any particular mine, but agrees to proceed to Johannesburg for work on any of the mines enumerated in a schedule. On arrival he is given three weeks in which to choose his mine.

A large percentage of the natives recruited for the mines defer a portion of their earnings for payment to them on their return to Basutoland. In 1948 £113,343 was paid out through the Native Recruiting Corporation as deferred wages. Many also remit money to their families through the Native Recruiting Corporation, and in the year under review this amounted to £126,891. Although statistics are not available it is estimated that an amount at least equal to this is remitted through the post. This is very satisfactory and is given every encouragement by Government.

Labour is also engaged for farms, municipalities and domestic work. Passes to go to such work only being issued if the native applicant has a definite engagement.

During the year 1932 an office was opened temporarily in Johannesburg for collecting tax from Basuto employed on the Witwatersrand. At the beginning of 1935 the Agency was permanently established and it has been maintained ever since. The Agency at first dealt only with the collection of revenue, but it soon began dealing with the domestic affairs of the Basuto on the Witwatersrand, encouraging them to save money, giving them home news, counteracting as far as possible the temptations of their environment, repatriating those who are indigent and, generally, giving advice and assistance to them whenever required.

The Bechuanaland Protectorate and Swaziland now share in the Agency which thus deals with natives from all three High Commission Territories, both in regard to the collection of taxes and in general welfare work.

The amount of Basutoland tax collected at the Agency was £38,634 in the year 1937/38, £74,101 in 1946, £82,537 in 1947, and £81,510 in 1948. The decrease in the amount collected in 1948 was mainly due to there having been fewer Basuto employed on the Gold Mines and more Basuto dispersed among industries where tax collection is often very difficult. Many Basuto evade payment of tax for several years and are eventually prosecuted in the Union Courts and required to pay Union tax. Others voluntarily pay Union tax, partly on account of the lower amount and partly because by pretending to be Union taxpayers they sometimes overcome difficulties of registration in urban areas. In some of these instances, the men subsequently resume payment of Basutoland tax but many of them fail to do so and abandon their Basutoland domicile. Lack of lands for ploughing at home is a frequent excuse in such cases.

Lastly it may be said that Government is constantly doing all in its power to protect labourers on the mines by insisting that recruitment can only be carried on for concerns that provide good conditions of work and further by assuring that as much as possible is done for them and their welfare during their sojourn on the Reef.

### **Labour Legislation:**

The following labour legislation is in force in the Territory:

Proclamation No. 37 of 1936 enables the High Commissioner to regulate the level of wages paid to natives in any occupation or in any area within the territory. A minimum

wage-level may be prescribed by Notice in the Official Gazette.

Proclamation No. 71 of 1937 regulates the conditions of employment of women, young persons and children in industrial undertakings, and prohibits the employment of any person under the age of 12 years in any such undertaking, whether public or private, unless it shall be owned by that child's parents.

Proclamation No. 5 of 1942 amended and consolidated the law relating to the recruitment and contracts of the employment of Basuto for work in the Union of South Africa.

The only new legislation during the year was the promulgation of Proclamation No. 4 of 1948 — The Basutoland Workmens' Compensation Proclamation, which makes provision for the payment of compensation to workmen employed in Basutoland who suffer injury or death or contract disease in the course of their employment.

### Chapter III: Public Finance and Taxation.

Revenue for year 1947/48, including receipts from the C. D. & W. Fund amounted to £900,654, and Expenditure to £886,937.

There was therefore a surplus of £13,717 on the year's working. This brought the surplus balance at the 31st March 1948 to £541,605.

The approved estimates for 1948/49 provided for a deficit of £62,492. This was mainly due to estimated expenditure on urgent capital works amounting to more than £110,000.

The revised position at the 31st March, 1949, is now as follows:—

Accumulated surplus balance at 31/3/48,	£541,605
Estimated (Revised) Expenditure	
1948 '49	£913,767
Estimated (Revised) Revenue	
1948 '49	£909,168
Estimated Deficit	
1948/49	4,599
Estimated Surplus Balance 31/3/49	<u>£537,006</u>

The improved position is due to higher receipts from Native Tax and Income Tax, and also to receipts from the sale of Silver Wedding Anniversary Stamps.

The amount of Basuto tax collected by the Rand Agency was £1,027 less than the 1947 collection. The decrease is

mainly due to there having been fewer Basuto employed on the Gold Mines, and more Basuto dispersed among industries where tax collection is often very difficult. Many Basuto evade payment of tax for several years and are eventually prosecuted in the Union Courts and required to pay Union tax. Others voluntarily pay Union tax, partly on account of the lower rate and partly because by pretending to be Union taxpayers they sometimes overcome difficulties or registration in urban areas. In some of these instances, the men subsequently resume payment of Basutoland tax but many of them fail to do so and abandon their Basutoland domicile.

### REVENUE & EXPENDITURE.

The following is a comparative statement of revenue and expenditure for the last five years:-

#### REVENUE.

<i>Head.</i>	1943/4	1944/5	1945/6	1946/7	1947/8
	£	£	£	£	£
Native Tax ....	188,677	194,246	198,528	233,360	249,607
Customs & Excise ....	153,992	176,715	214,521	340,387	333,244
Posts & Telegraphs ....	29,045	28,353	56,816	55,947	50,386
Licences ....	10,817	11,333	12,042	13,964	15,319
Fees of Court or					
Office ....	3,521	3,438	4,419	4,326	4,240
Judicial Fines ....	1,114	1,464	1,455	2,626	2,047
Income Tax ....	25,941	30,247	49,408	59,486	104,407
Personal & Savings					
Fund Levy ....	2,368	3,225	4,210	145	16
Excess Profits Duty ....	53,490	66,980	73,502	40,557	
Trade Profits Special					
Levy ....	1,945	1,018	3,068	2,317	
Poll Tax ....	1,855	1,854	1,886	1,988	2,029
Fees for Services					
rendered ....	2,019	13,426	12,360	15,240	15,107
Interest ....	3,332	4,943	3,999	4,147	7,941
Wool & Mohair Ex-					
port Duty ....	20,714	22,589	23,494	26,262	25,410
Miscellaneous ....	25,969	7,672	13,052	26,377	29,692
Education Levy ....	22,193	22,871	23,382		
	546,992	590,374	696,142	827,139	839,445
Colonial Development					
Fund ....		5,374	27,792	36,165	61,209
<i>Total</i> ....	546,992	595,748	723,934	863,304	900,654

## EXPENDITURE.

<i>Head.</i>	1943/4	1944/5	1945/6	1946/7	1947/8
	£	£	£	£	£
Resident Commissioner	18,882	22,574	25,962	29,284	31,220
District Administration	33,103	43,235	48,223	41,831	46,716
Police & Prisons	50,518	59,940	68,148	88,096	89,842
Posts & Telegraphs	16,709	19,736	21,268	25,842	34,847
Judicial & Legal	3,359	6,047	9,008	12,010	14,138
Public Works Dept.	6,041	7,442	10,883	12,300	15,972
Public Works Recurrent	36,714	52,368	54,806	52,241	54,333
Public Works Extraordinary	11,985	25,951	84,270	61,166	74,463
Medical	40,958	58,935	59,361	62,860	73,743
Education	76,122	89,196	130,679	145,378	160,526
Agricultural & Veterinary Services	25,506)	74,405	78,022	63,060	66,847
Allowances to Chiefs & Headmen	10,844	12,135	11,583	5,861†	—
Basutoland & District Councils	2,016	2,961	5,631	68†	—
Leper Settlement	21,776	26,813	28,037	28,192	27,766
Pensions & Gratuities	20,915	23,974	22,689	27,261	31,510
Miscellaneous	9,050	12,930	13,664	58,487	29,542
Afforestation	1,702x	—	—	—	—
Anti-Soil Erosion	18,094†	—	—	—	—
Grant to National Treasury	—	—	—	71,500†	—
Contribution to National Treasury	—	—	—	49,000	—
Native Administration	—	—	—	—	78,135
Colonial Development Fund	*	*	*	36,165	57,337
	419,948	538,642	672,234	870,602	886,937

† Shewn under Native Administration from 1947/48.

x Now included under Agricultural and Veterinary Services.

† Now provided for under Colonial Development and Welfare Schemes.

\* Charged to Departmental Votes.

## ASSETS &amp; LIABILITIES.

The surplus balance at the 31st March, 1948 amounted to £541,605.

The detailed statement of Assets and Liabilities at 31st March, 1948, is as follows:-

## LIABILITIES.

## ASSETS.

<i>Deposits.</i>	£.	s.	d.	<i>Cash.</i>	£.	s.	d.
African Pioneer Corps	5,424.16.	1.		With Bank & Sub-Accountants	11,494.	6.11.	
Basuto National Treasury	70,000.	0.	0.				
Bechuanaland & Swaziland Tax Account	2,665.	5.	0.	With Crown Agents	827.15.	0.	
Chamber of Mines	91.16.	4.		In Joint Colonial Fund	390,000.	0.	0.
Colonial Development & Welfare Fund	14,082.19.	3.		<i>Imprest.</i>	402,322.	1.11.	
Levy on Sale of Mealies	4,065.15.10				5.	0.	0.
Miscellaneous	26,621.17.	8.		<i>Surplus Balances —</i>			
Postmaster General	120.14.	5.		<i>Investments.</i>	£162,326.13.11.		
	£123,073.	4.	7.	Central Government	92,326.13.11.		
				Basuto			
				National Treasury	70,000.	0.	0.
<i>Special Funds.</i>							
Basuto Soldiers Benevolent Fund	10,873.13.11.			Loan — British Government. (Interest Free)	130,000.	0.	0.

## ASSETS.

## LIABILITIES.

Basutoland War Levy Fund	29,811.11.	2.
Basutoland Wool & Mohair Fund	33,911.	9. 7.
Guardians Fund	2,148.	8.11.
Personal Savings Fund	1,158.12.	1.
Provident Fund	5,179.	7. 5.
<i>General Revenue Balance.</i>		
Balance as at 1s April, 1947	540,886.11.	2.
Add Surplus for Year ended 31st March 1948	13,716.11.	10.
	554,603.	3. 0.
Deduct Depreciation on Investments	12,998.	3.10.
	541,604.19.	2.
	<u>£747,761.</u>	<u>6.10.</u>
<i>Advances.</i>		
	31,881.	7. 7.
Stores Suspense Stocks	21,226.	3. 5.
	<u>£747,761.</u>	<u>6.10.</u>

## MAIN HEADS OF TAXATION.

### Native Tax.

The rate of tax is 34/- for each adult male domiciled in Basutoland; the more wealthy people pay 40/-. In addition a tax of 25/- is payable for each wife after the first, but no Native is liable to pay tax for more than two additional wives.

Revenue from Native tax is estimated at £253,000 for the financial year ending 31st. March, 1949.

### Customs & Excise.

A total of £351,320 is expected to be received from the Government of the Union of South Africa as Basutoland's share of the Union customs under the Custom's agreement. This sum represents .88575 per cent of the gross customs revenue of the Union of South Africa.

### Trading Licences.

A schedule of trading licences is given in Proclamation No. 28 of 1928. The more important licence fees are as follows:—

General Dealer	....	....	....	....	£25.
Commercial travellers	....	....	....	....	£15 and £25.
Trading Agent	....	....	....	....	£15.
Specific trades, between	....	....	....	....	£ 2 and £10.

### Income Tax.

The rates fixed for the tax year ended the 30th June, 1948, were:—

(1) Normal Tax: (a) In the case of public companies, for each pound of the taxable income, five shillings.

(b) In the case of persons other than those referred to in paragraph (a), for each pound of the taxable income, eighteen pence increased by one-thousandth of a penny for each pound of the taxable income in excess of one pound subject to a maximum rate of three shillings and three pence in every pound.

Provided that for a married man the rate for each pound of the taxable income shall be fifteen pence increased by one-thousandth of a penny for each pound, subject to a maximum rate of three shillings in every pound.

Provided further that there shall be added to the amount of tax calculated in accordance with the preceding provisions of this sub-paragraph (including the first proviso thereto) a sum equal to thirty-three and one-third per centum of the net amount arrived at after deducting the rebates provided in section seven of the principal law (as

amended) from the amount of tax so calculated in the case of married persons, and in the case of other persons, except public companies, forty-five per centum.

(c) In the case of any person, not being a married person or a company, three pounds if the taxable income of such a person exceeds two hundred and fifty pounds. Provided that this amount shall be reduced by one pound for each dependant of such person.

(2) Super Tax. In the case of a person other than a public company, when the amount subject to super tax exceeds one thousand seven hundred and seventy five pounds, for each pound two shillings increased by one four-hundredth of a penny for each pound of such income in excess of one pound, subject to a maximum rate of seven shillings and sixpence in every pound. Provided that there shall be added to the amount of tax calculated in accordance with the preceding provisions of this paragraph a sum equal to fifty per centum of the net amount arrived at after deducting the rebate of two hundred and ten pounds, in the case of married persons and in the case of other persons, except public companies, a sum equal to fifty-five per centum.

**Rebate — Normal Tax.** From the amount of tax payable there shall be deducted in the case of:—

(a) companies, the sum of forty-five pounds;

(b) persons other than companies:—

(I) The sum of twenty pounds; provided that in the case of a married person the sum to be deducted shall be twenty-six pounds;

(II) in respect of each unmarried child or step-child of the taxpayer who was alive during any portion of the year of assessment, for which the assessment is made, and was not, or would not have been had he lived, over the age of eighteen years, or if he was wholly dependant for his maintenance upon the taxpayer, over the age of twenty-one years, on the last day of the said year of assessment, the sum of ten pounds: Provided that a parent who has been divorced or separated under a judicial order or written agreement shall not be allowed the deduction in respect of any child born of the marriage in connection with which the divorce or separation has taken place, unless—

(a) he has maintained during such period such child and

(b) there has not been deducted the cost of maintenance from his taxable income;

(III) in respect of premiums paid by such person during the year of assessment upon policies under which he, his wife, children or stepchildren referred to in the preceding paragraph, is or are ensured against death, accident or sickness and fees or subscriptions paid by such person during the year of assessment to any benefit fund, the sum of one shilling and three pence for each pound or part thereof in respect of premiums, fees and subscriptions subject to a maximum deduction of seven pounds ten shillings: Provided that no allowance shall be made in respect of insurance under a policy of motor insurance, or under any other policy, if the amount paid as premium for such other policy has been allowed as a deduction from income of the taxpayer under the provisions of section twelve;

(IV) in respect of each dependent the sum of two pounds ten shillings.

2. In any case in which the period assessed is less than twelve months, the deductions under paragraph (a) and (b) (I) (II) and (IV) of sub-section 1, shall be such amounts as bear to the full amount of the respective deductions provided for under the said paragraphs the same ratio as the period assessed bears to twelve months.

3. There shall be deducted from the amount of income tax assessed in any year the amount of Poll Tax for that year by any person under the Basutoland Poll Tax Proclamation, 1933, as amended, on production to the Collector when submitting his income tax return of the relative Poll Tax receipts or duplicates thereof.

The expression "married person" means any person who:—

- (a) during any portion of the period in respect of which the assessment is made was married or was a widower or widow; or
- (b) during the whole of such period was divorced or separated under a judicial order or written agreement, provided such person is entitled to the deduction in respect of a child under paragraph (b) (II) of such sub-section 1 of this section.

### **Excess Profits Duty and Trade Profits Special Levy.**

These duties, imposed as a war measure, have been repealed. The present collections made during the year represented assessment on incomes earned prior to 30th June, 1946.

The sources from which taxable incomes were derived

and the amount of taxes assessed for the year 1947/48 are as follows:—

Source	Taxes Assessed.
General Traders.	£96,612.
Civil Servants.	5,545.
Employed Persons.	4,196.
Others.	771.
Non-Residents.	911.
	<u>£108,035.</u>

The taxes assessed include Normal and Super Tax.

The number of incomes assessed for the tax year 1947/48 and the total amount of taxable incomes in the categories shown are:—

Numbers.	Categories. £	Total of Taxable Income.
85	500 & under	£31,030
126	501- 700	79,398
65	701-1,000	55,115
61	1,001-1,500	73,294
33	1,501-2,000	57,975
45	Over 2,000	268,860.
<u>415</u>		<u>£565,672.</u>

The taxes paid during the 1947/48 financial year are as follows:—

Normal Tax	....	....	....	....	£55,060
Super Tax	....	....	....	....	41,332
Excess Profits Duty	....	....	....	....	7,745
Personal & Savings Fund Levy	....	....	....	....	16
Interest	....	....	....	....	270
					<u>£104,423.</u>

### Stamp Duty.

Stamp duties are levied in the Territory and the duties and fees payable are specified in the Schedule to Proclamation No. 16 of 1907.

### Estate Duty.

The rate of estate duty chargeable upon each pound of the dutiable amount is three ten-thousandths of a pound for every completed one hundred pounds or part thereof contained in the dutiable amount subject to a maximum rate of six shillings and eightpence in each pound.

From the amount of duty determined at the rate calculated there is a rebate of £300.

**Wool & Mohair Export Duty.**

The Wool and Mohair Fund was established under Proclamation No. 39 of 1931. The Levy is now one half-penny per pound upon all Wool and Mohair exported from the Territory. This levy was imposed as a specific measure for the benefit of the industry. The balance standing to the credit of the fund on the 31st March, 1948 was £33,911.

**Poll Tax.**

The rate is £3 per annum payable, half-yearly on the 1st January and 1st of July by all adult males who do not pay native tax.

**Posts & Telegraphs.**

The Revenue amounted to £50,386 during the financial year ended 31st March, 1948, and the expenditure to £34,846.

**Chapter IV: Currency and Banking.**

There are no agricultural or co-operative banks within the Territory; but the Standard Bank of South Africa Limited has a branch office at Maseru. This is the only bank in the Territory.

The Currency is provided for under Proclamation 2 of 1933 and is the same as in the Union of South Africa.

There have been no important developments under this head during the year under review.

**Chapter V: Commerce.**

The most important factor characterising the external trade of Basutoland is the excess of imports over exports. The monetary value of this adverse balance, which increased steadily from the outbreak of war in 1939 until it reached its peak of £1,570,975 in 1946, has since that year, been rapidly reduced. In 1948 it amounted to £470,977 compared with £347,614 in 1938. This continued adverse balance is rendered possible by the existence of an export of labour to mines, industries and farms in the Union, resulting in an influx of cash to Basutoland. The large and steady increase in imports during the war years, in spite of the relative shortage of consumer goods and increased prices, is due to the fact that there was more money in circulation within the Territory. The dependents of the 20,000 Basotho soldiers who joined the forces received regular monthly allotments averaging between £2. and £3. per month. Some of this money was invested in the Post Office Savings Bank, but most of it was

spent on imported merchandise. In 1946 demobilisation began and the majority of the returning soldiers spent their deferred pay and gratuities at the local trading stores. The year 1946 was therefore a peak year for imports. Though it is not likely in the near future that exports will again exceed imports in value it seems probable that the downward trend in imports will continue. For although the value of imports in 1948 was greater than in 1947 it will be noted that this was due chiefly to the increased value of merchandise imported. And it seems likely that this increased value was largely due to the general rise in prices and not to an increased volume of imports.

Practically the whole of the retail trade is in the hands of Europeans, although during the past few years the number of trading licences taken out by Basuto has increased steadily as many ex-soldiers have now engaged in trade.

In normal years the most important exports of the Territory are wool and mohair, wheat and cattle. The values in the last three years bore the following proportions to total exports:—

		1946	1947	1948
Wool	....	68%	48%	55%
Mohair	....	16%	9%	7%
Wheat	....	4%	4.1%	9%
Cattle	....	5%	5.8%	5%

**Table I.**

Value of total imports and exports for the years 1920, 1928, 1936, 1938, - 1948:—

Year	Imports £	Exports £
1920 .....	1,180,986	937,038
1928 .....	921,573	1,013,392
1936 .....	712,125	302,193
1938 .....	749,126	401,512
1939 .....	866,403	405,517
1940 .....	875,280	461,666
1941 .....	992,924	531,447
1942 .....	1,033,328	459,589
1943 .....	1,118,747	464,621
1944 .....	1,422,545	516,538
1945 .....	1,624,734	501,269
1946 .....	2,056,182	485,204
1947 .....	1,628,521	887,773
1948 .....	1,807,246	1,336,269

**Table II.**

Values and quantities of principal imports for the years 1947 and 1948:—

	1947 Quantity	1948 Quantity	1947 Value in £	1948. Value in £
<b>Merchandise</b>	—	—	1,516,530	1,711,809
<b>Livestock:</b>	No	No		
Horse, Mules etc.	644	752	3,501	6,311
Cattle	5,308	5,836	34,159	46,439
Sheep & Goats	1,570	431	2,099	649
<b>Grain:</b>				
Wheat & Wheatmeal	14,344	13,708	27,708	25,836
Maize & Maize-meal etc.	23,536	8,192	32,612	9,903
Kaffir Corn	2,379	1,948	4,994	3,010
Other Produce	—	—	6,918	3,299
			<u>1,628,521</u>	<u>1,807,256</u>

**Table III.**

Values and quantities of principal domestic exports during the years 1947 and 1948:—

<b>Livestock:</b>	1947 No.	1948 No.	1947 Value in £.	1948.
Horses,				
Mules etc.	47	125	460	1,229
Cattle	8,740	5,965	51,755	63,125
Sheep & Goats	1,893	2,415	5,229	4,570
<b>Grain:</b>	Bags	Bags		
Wheat & Wheat-meal	113,775	90,528	36,772	115,458
Maize & Maize-meal ect.	38,456	34,644	46,349	38,496
Kaffir Corn	80,966	86,391	149,350	104,607
Beans, Peas	30,966	54,262	70,035	133,965
Barley	234	3,709	164	6,078
Oats	—	217	—	212
<b>Wool &amp; Mohair:</b>	lbs.	lbs.		
Wool	9,765,902	9,500,316	422,900	739,343
Mohair	1,249,623	1,635,925	80,335	101,335
<b>Hides &amp; Skins:</b>				
Hides	274,933	286,312	16,985	15,517
Skins	118,317	192,892	4,775	9,573
Miscellaneous	—	—	2,664	2,761
		<b>Total</b>	<u>887,773</u>	<u>1,336,269</u>

*Note:* The figures in the tables given above do not include imports and exports by private individuals.

The following comparative table for 1947 and 1948 indicates the country of origin of motor vehicles registered in the Territory:—

**(a) Private Motor Vehicles and Taxis.**

Country of Origin	New Registrations		Total Registrations.	
	1947	1948	1947	1948
Great Britain	5	15	24	31
Canada & U.S.A.	141	114	585	573
Italy	—	1	—	2
France	1	1	5	3
<b>Total</b>	<b>147</b>	<b>131</b>	<b>614</b>	<b>609</b>

**(b) Commercial Vehicles.**

Great Britain	2	7	14	18
Canada & U.S.A.	41	68	215	319
<b>Total</b>	<b>43</b>	<b>75</b>	<b>229</b>	<b>337</b>

**(c) Motor Cycles.**

Great Britain	2	2	6	4
Canada & U.S.A.	—	—	2	1
<b>Total</b>	<b>2</b>	<b>2</b>	<b>8</b>	<b>5</b>

**Note:—**

The values and quantities of imports and exports given in this Chapter relate only to imports and exports made by Traders, through whose hands most of the general trade of the country passes. In addition, account must be taken of imports made by Government which are considerable, and exports made by individual natives, Co-operative Societies and at Government auction sales.

The following Tables show additional exports not included in the figures given previously:—

**Table V.**

**Livestock sold to Union Buyers at Government Auction Sales:—**

Cattle	....	....	....	2,381	....	....	£28,705-15-0
Horses	....	....	....	1	....	....	8- 0-0
Mules	....	....	....	—	....	....	- - -
Sheep	....	....	....	504	....	....	920- 7-0
Goats	....	....	....	—	....	....	- - -
							<b>29,634- 2-0</b>

Table VI.

**Exports of wool and mohair by Hawkers and individual Natives:—**

Wool	....	....	....	....	1,737,040lbs.
Mohair	....	....	....	....	61,283lbs.

**Observations.**

The value of merchandise imported in the year 1948 reached the new high level of £1,711,809 compared with £678,260 in 1938 and £1,516,530 in 1947. The increase over 1947 is probably due more to the steady rise in the cost of consumer goods since the end of the war than to an increase in the quantity of imports.

Although the number of horses, mules and cattle imported in 1948 was only slightly greater than in the previous year, the value of these imports was considerably greater than the previous year. This was offset by the enhanced prices received for cattle exported compared with 1947.

Owing to the good rains and excellent crop yields an even smaller amount of grain was imported than in previous years. Exports were greater than in 1947 and far exceeded imports. In normal years when crops are plentiful, some two-thirds of the total wheat crop is usually available for export.

Wool is the most important export from the Territory and although the quantity exported by Traders over the last four years has remained fairly constant, the value, partly due to the better quality of the clips, has more than doubled.

The quantity of wool exported by individual natives in the last four years has risen rapidly from 641,588 lbs. in 1945 to 1,737,040 lbs. in 1948.

Apart from food, the chief articles bought by Africans are clothing and agricultural implements. The clothing comes largely from the Union of South Africa, the implements chiefly from Canada. The number of Native owned buses and commercial vehicles is increasing due to the greater participation of Africans in commercial undertakings. A considerable number of the European population own motor cars.

Since all imports are made through the Union of South Africa, it is not possible to give figures detailing the country of origin of imports or destination of exports.

There is very little tourist traffic in Basutoland.

## Chapter VI:

### (1) Agricultural and Livestock Services.

As stated earlier there is no industrial production in Basutoland, and a recent geological survey of the country has made it clear that there is very little chance of any mineral development. The future wealth of the country lies in the development of agriculture and stock raising.

From an agricultural aspect the country may be divided into three natural divisions: the lowland areas below the cave sandstone boundary, where almost every available acre is already under the plough, producing maize, sorghum, and a little wheat and peas; above this line and up to a height of about 8,000 feet, the country is more mountainous and the slopes steeper. Here the cultivation of wheat and peas is carried out on a large scale. The third division, above the 8,000 feet contour, is steeply mountainous, difficult of access, and given over almost entirely to grazing.

In all three regions it is obvious that the future of agriculture in Basutoland is dependent on the extent to which the serious menace of soil erosion can be overcome.

Already in the lowlands the poor sandy soils, lacking in lime, phosphates and potash, are largely exhausted through many years of monocropping, and the lack of humus. The water absorptive capacity is very low, and the "run-off" high.

Mechanical means are used to construct graded terrace banks on the steeper slopes and buffer grass strips combined with diversion furrows on the more gentle slopes. These have the effect of checking the erosion.

In the more inaccessible parts of the Territory, however, mechanical means cannot be used. As an alternative grass strips six feet wide are surveyed on contour at 6 feet vertical intervals throughout all cultivated lands and allowed to revert to their natural vegetative covering. Strips are also surveyed in virgin grassland which is to come under the plough. The 6 feet vertical interval which is insisted upon has the effect of restricting cultivation to those mountain slopes where the grade is not too steep for arable purposes.

In the mountains these strips are supplemented by hand made diversion furrows, placed wherever possible at the top of cultivated slopes in order to divert storm water run-off from higher ground.

More insidious soil losses have been taking place in the grass lands, where the only method of approach to the erosion

problem has been shown, by experiment, to be a system of rotational grazing. This applies more particularly to the "cattle post" mountainous country, mainly above the 8,000 feet level, which comprises perhaps a quarter of the area of the Territory. Control of this country, which is most difficult of access, is complicated by the system of communal grazing which is general in Basutoland.

Controlled grazing of perhaps a third of the "cattle post" area was begun in September 1947 by two of the senior chiefs into whose Wards this area falls. Badly denuded mountain slopes in the area have been completely destocked. When adequate grass cover has been re-established, animals will be permitted to return to this grazing on a rotational system, under proper control.

1948 was peculiarly favourable to the growth of grass, and the return of natural cover to some of the slopes has been remarkable.

The progress made in the principal sections of soil erosion work during the year is shown in the following schedule:—

Measure	Prior to 1948	During 1948	Total to end 1948
Area terraced Lowlands (Acres) ....	199,654.8	27,204.8	226,869.6
Length of terrace in yards ....	20,628,968	2,740,751	23,369,719
Buffer strips, mountain (Acres) ....	164,202.9	38,654.4	202,857.3
Diversion Furrows mountain (Acres) ....	26,176.4	19,581.8	45,758.2
Diversion Furrows (yards.) ....	578,690	488,887	1,967,577
Dams constructed ....	238	21	259
Trees planted ....	835,504	11,998	847,502

It has been an exceptionally trying year for conservation work. During the first quarter conditions were dry, then during February and March it rained almost incessantly and it was too wet for heavy plant to operate satisfactorily. Sixteen wet days during March reduced labour days considerably. No rain fell during June, July, August and September, so conditions became very hard again. During the whole year under review there were only three months when conditions were reasonably favourable. The one redeeming feature was that, due to the mild winter and absence of snow in the mountains, it was possible to work right through the winter laying out "Buffer Strips". This

work is usually held up for several months on the higher southern slopes due to frozen conditions of the land.

The only new plant acquired during the year was a Fordson Major Tractor which arrived in December 1947, and two Adams No. 84 Graders.

After thorough trials with the Fordson equipped with tyres it was found unsuitable for construction work such as terracing and dam making: a set of half tracks arrived in June: they reduced wheel slip considerably, but the machine has not sufficient power for any of the terracing plant. However, it works very satisfactorily on dam construction, pulling an 18 cu. ft. buck scoop, and in marking terraces which are not on too great a slope. The two Adams Graders are satisfactory.

During the year four trailers equipped as operators huts were acquired, in order to reduce the operators' travelling time.

Allied to this work of soil conservation, and as a natural corollary in the policy of agricultural development is the experimental work carried on in the Territory.

This may be discussed under two headings, viz. Crop Improvement, and Grassland Management. Experiments are in progress at Maseru (elevation 5,400 feet) and at Thaba-Tsoeu and Thaba-Putsoa (elevation over 8,000 feet.)

**Crop Improvement:** The problems under investigation at present are the multiplication of improved varieties of maize, kaffircorn, and peas, manuring and crop rotational trials, grass ley trials and the introduction of new cash crops.

Three autumn-sown (lowland) variety tests and one spring-sown (mountain) test of wheat strains were carried to a conclusion. The tests included trials of hybrid strains, new strains received from Canada, and multiplied during the previous season, and trials of Manitoba wheats which have been in the Territory for some years. In each case the variety "Talberg", which is commonly grown in the wheat producing areas, was included as a standard for comparison.

Owing to a dry spell at flowering time the ears of the later varieties were not properly filled, with the result that these did not show up as well in the trials as in previous

years. Yields varied from 361 lbs. per acre to 1,340 lbs. in the lowlands tests, and from 1,435 lbs. to 2,272 lbs. per acre with Spring-sown wheat.

The field selections made during the previous year were sown in May 1947 for observations on their characteristics and for seed multiplication. It was found possible to discard several strains and the balance were planted in May 1948 in small blocks for further observation. The variety "Ceres" is included among the blocks as a basis for comparative observations.

No significance can be attached to the results of a yield test of seven of the commonly grown varieties of Kaffir-corn. Further field selections have been made and are being multiplied.

In Basutoland it is the custom in the Lowlands, where the larger portion of the arable land is found, to follow a system of monocropping, with maize and kaffircorn as the two major crops. Beans, peas, and wheat are a minor consideration, and generally speaking lands are traditionally considered as "Maize Lands" or "Kaffircorn Lands".

For many years an effort has been made to introduce beans and peas into the farming economy, but there is no accurate information as to the real value of crop rotation, and accordingly an experiment has been designed to give this information.

The rotation which is being tested is intended to give four crops in three years, two of which are leguminous. Maize is sown in October and reaped in the following July. Peas follow in September, and are reaped in time for the sowing of a winter wheat crop the following May. This is harvested in November and succeeded by bean crop sown in January and harvested in June.

The experiment has been laid out on the randomised block basis, and includes among treatments continuous cropping with each of the crops. A subsidiary experiment has also been started to compare the effect of maize upon the succeeding kaffircorn crop and vice versa. The first year's work on this experiment has been satisfactorily concluded.

In parts of Basutoland the soil has become completely exhausted and is no longer cultivated. It is thought that the seeding of such lands, after they have been abandoned, with *Eragrostis Chloromelas* or *E. curvula*, two free-seeding species very commonly found in the Lowlands, may bring about a comparatively rapid regeneration of the soil. An experiment has been laid out using these two grasses, Rhodes grass, natural regrowth and continuous maize, to determine the "rest" period required.

Seed from *E. chloromelas* and *E. curvula* is very easily obtained, so that if these grasses produce good results experimentally it will be possible to apply the practice of grass leys on a wide scale. A satisfactory growth was obtained from the plots which were sown in October 1947.

Previous experimental work shows that on account of a lack of either resistance to frost or to drought, little use can be made of exotic species of grass in the reclamation work which is required in the Lowlands.

Linseed was one of the cash crops experimented with during the year. Small quantities of the "Royal" and "Pun-jaub" varieties were received and planted well on in the growing season in December 1947. Seed was harvested in four months at the rate of 1,040 and 1,440 lbs. per acre respectively, from plots which had the help of irrigation.

**The Mountain Grassland Problem:** The northern, north-western and north-eastern slopes of the mountains were originally covered with sweet (*Themeda*) grass, while the colder slopes grew "sour" grasses of which *Festuca caprina* was the dominant species. Stock naturally congregated on the sweet grass, with the result that this has been slowly eaten or trodden out and its place has been taken by useless scrub, *Chrysocoma tenuifolia* predominating. The grazing value of these slopes has consequently steadily deteriorated. *Chrysocoma* also offers little resistance to soil erosion. In this way a very large percentage of the mountain slopes has been damaged and it is considered to be a matter of the most urgent and vital importance that these slopes should regain their former grass covering.

Experiments at Thaba-Tsoeu, Thaba-Putsoa and elsewhere where controlled grazing is in progress, indicate that a return to *Themeda* can be achieved by simple restriction of stocking and rotational grazing. At Thaba-Putsoa, an area which twelve years ago was covered with *Chrysocoma* and at that time was fenced, the return to *Themeda* is practically complete. This area is now being used for the determination of the carrying capacity of mountain slopes which have returned to their climax vegetation. Alterations in vegetation are being checked by a system of transects, where the botanical composition of the cover is determined from time to time. The results of these observations will, however, have no immediate application.

The Paramount Chief has set aside an area of 1,150 acres at Thaba-Tsoeu on which the good effects of rotational grazing are being demonstrated. Control was begun four and a half years ago and consists of a simple arrangement

whereby the grazing is completely rested every third year. The grazing, as with most of the "cattle post" areas, is only used during the six summer months.

The results of this demonstration are proving extremely satisfactory. There has been a large increase in the percentage cover, and also in the amount of *Themeda triandra*, the climax species. The bitter Karroo Bush, *Chrysocoma tenuifolia*, is no longer the dominant species, most shrubs obviously being unable to withstand competition with grass, or the damage caused by a wood border. The latter appears to thrive where there is adequate grass cover. Since this area is not fenced, control being maintained by herd-boys, the demonstration is well suited for general application.

### Manuring:

Valuable though the work by Government in such spheres as soil conservation and experimentation no doubt is, it can never of itself produce a healthy and prosperous agricultural community. The active co-operation of the people is essential. It is pleasing to be able to note, therefore, that over the question of the fertility of their land the Basuto are now learning for themselves what Government has been trying to teach for years: that it is not possible continually to take plant food from the soil without putting anything back.

It is perhaps not surprising that in a practically fuel-less country kraal manure should commonly be used as fuel. But without the addition of organic manure, the land cannot hope to retain its fertility. It has been the policy of Government to urge the people by every possible means to return kraal manure and village refuse to the soil. Simultaneously a tree planting campaign was started to provide an alternative fuel.

The scheme, recently introduced, whereby Basuto farmers receive a small payment for transporting to their arable lands the kraal manure which is normally used as fuel, has proved most successful. During the year 201,422 bags of manure and ash were carried on to the lands, for which over £1,400 was paid out in subsidy. This quantity of manure represents an increase of 76% over the figure for the previous year (note — 1 bag of kraal manure weighs approximately 100 lbs. when dry, and eight bags are the equivalent of 1 scotch cart load. The subsidy is paid on the basis of 100 bags being applied to an acre of land.)

One hundred two-wheeled carts are available for loan to Basuto farmers for carting their manure and during the three months that the manuring season lasted all carts were working to capacity. This scheme will be continued

for a further two or three seasons by which time the increased use of manure should have become a habit.

Great interest was shown in the two inexpensive all-steel carts which were put into use in the Leribe District, but so far no purchase of similar carts have been made by individual farmers.

Of other fertilisers, only 200 bags of superphosphate arrived in time for resale to Basuto farmers in the season under review. The demand remained strong for the strictly limited supply of the fertiliser which was made available to the Government by the Union Controller of Fertiliser. It is not, however, the policy of Government to encourage the use of this form of phosphatic manuring until better farming methods become more general.

### Principal Crops:

The principal crops grown in the Territory are maize, wheat and kaffircorn, followed by peas, beans, barley, and oats, in that order of importance. The following Table shows the approximate agricultural production in 1948, and preceding years, in bags of 203 lbs. gross.

<i>Crop</i>	1942	1943	1944	1945	1946	1947	1948
Maize	527,634	720,000	700,000	400,000	414,000	715,000	830,000
Sorghum	164,493	324,000	300,000	150,000	123,000	490,000	380,000
Wheat	182,187	360,000	416,000	325,000	156,500	350,000	430,000
Other crops	36,796	40,000	56,000	40,000	32,000	36,000	60,000
	911,110	1444,000	1472,000	915,000	725,500	1591,000	1700,000

In the mountains the most reliable crops are wheat, peas and barley, all sown in early spring, but in the valleys a considerable area of maize and kaffircorn, for which the season is very short, is also sown. The two latter flourish in the warmer lowlands, together with relatively small areas of autumn-sown wheat and peas, and spring-sown beans, vegetables and fruit.

There is a tremendous variation in estimated annual crop yields, as this depends almost entirely on rainfall.

The year under review was characterised by a very unusual feature—adequate supplies of moisture for crop growth throughout the summer months. Unfortunately rainfall continued into May and somewhat delayed the ripening of the maize and kaffircorn crops which were subsequently damaged to a small degree by frost, but excellent yields of all classes of food crops were harvested, necessitating special arrangements for the disposal of the

large surplus offered for purchase by the growers at the trading stations.

The acreage under maize and kaffircorn exceeded that of the previous year.

On account of a frost late in October, when the lowland wheat crop was in the "dough" stage, and of the general incidence of rust, the quality and yield of this crop was indifferent. No setback of any kind, however, befell the mountain spring-sown crop from which excellent yields of good quality grain were harvested in February.

There is an increasing tendency for wheat lands in the mountains to be used for the production of maize, but the short growing season at these altitudes makes it an extremely speculative crop, particularly on the higher slopes. The high relative price of maize compared with the wheat is probably responsible for this trend.

Due to animal transport difficulties very considerable stocks of wheat are being held at the mountain trading stations, which should form a useful reserve supply of food should a period of shortage occur. As has been stated in previous Reports, wheat meal is now included in the normal diet of the mountain people to a very much greater extent than has been the case in the past.

A very small acreage of beans was planted during the year, the ripening of which was hampered by unsuitable weather conditions.

Excellent yields were obtained from the mountain grown pea crop harvested in March, but the quality was spoiled by rains at threshing time. Yields of up to 1,600 lbs. per acre were recorded. During the year permits were issued for the export of 55,000 bags of 200 lbs. net to the Union, either for consumption there or for export overseas. Except to a minor extent as a fresh vegetable peas do not enter into the diet of the Basuto and are therefore to be considered purely as a cash crop.

Only a relatively small acreage of oats and barley was planted and yields were excellent.

At the close of the year the quantity of maize, kaffircorn, and, to a lesser extent, peas which were offered for sale presented the trading community with a definite storage problem which would no doubt have been accentuated had there been a sufficient quantity of gunny bags for the transport of grain by pack animal. The shortage of bags led to the construction of large numbers of the traditional woven grass storage bins in villages for the local storage of grain.

To relieve the storage pressure 20,000 bags of maize

were purchased by Government and exported for use in the Bechuanaland Protectorate. Storage space for the balance of the traders' holdings was adequate, and in order to fall in line with the policy of the Union Government the export of any more maize by traders was prohibited until export of maize by traders was prohibited until the position about the crop in the succeeding season became known.

A start was made during the year with the construction of 330 bag re-inforced cement brick storage tanks for maize. The present objective is to provide storage for about 40,000 bags of maize. The tanks will be filled in the year of plenty and the contents kept as a standby for use during lean years. Storage for 3,300 bags has been completed at one centre.

### **Vegetable Production:**

The first step towards rationalising the diet of the Basuto was the establishment, under the supervision of demonstrators, of individually owned vegetable gardens and the provision of seedling fruit (mainly peach) trees. Many Basuto, however, have difficulty in raising from seed the plants of such commonly grown vegetables as cabbages and spinach beet. Sowings of seed were therefore made in district nurseries in order to supply the demand for seedling vegetables and a ready sale was founded for the resulting plants. Basuto who have grasped the technique of raising plants are being encouraged to sell plants to their neighbours.

There was an increase during the year of 254 gardens cultivated with the assistance of demonstrators, bringing the total of such gardens to 13,280, or approximately one to every nine families.

Over 1,100 seedling peach trees, 400 apricots, 1,322 rooted grape vine cuttings, and 25 quince trees were also distributed during the year.

### **Agricultural Education:**

The education of the people of the Territory in adopting better methods of agriculture is the main concern of the Agricultural Demonstrators. Teaching is done with help of demonstration plots worked by the owners, under the supervision and on the advice of demonstrators, combined with simple topical lectures. As far as possible Basuto who have had training at one of the agricultural schools in the Union of South Africa are recruited for this purpose.

The work of the Demonstrators is supplemented by practical instruction given in school gardens and by publications. A quarterly bulletin is issued, containing instruction

both in English and Sesuto, in the agricultural operations which should be in progress each month.

Instruction is also given by teachers at all schools in elementary agricultural subjects.

Three demonstration farms, of the approximate size of the customary arable holding of the Basuto family, i.e. about six acres, have been established. All agricultural operations on these small farms are supervised by the Agricultural Officer in whose district the holding is situated.

The field work in the year under review has again given outstanding results. A total of 299 demonstration plots was worked and manured under the supervision of demonstrators, with an average yield of all crops of 912 lbs. of grain per acre, compared with an average yield of 488 lbs. from adjacent lands worked without supervision.

Over 800 acres of maize were row-planted behind the plough in parts of the mountain area. This method of planting replaces the traditional method of broadcasting and follows naturally on the construction of contour grass buffer strips. Before strips were established row-planting could not be advocated on the steeper slopes as a method of increasing food production, on account of the risk of increasing the "run-off" with consequent loss of surface soil.

A number of lectures and demonstrations were given by Agricultural and Livestock Officers and Demonstrators, to a total attendance of 35,468 Basuto farmers.

### **LIVESTOCK: Economic Aspect:**

The past year has been a good one for livestock from two points of view: the conditions necessary for the growth and maintenance of livestock and the economic situation, both of which have been very favourable. The rainfall induced maximum growth of natural grazing, although owing to overstocking this was as usual exhausted before the end of the winter months. The winter was, however, exceptionally mild. In addition, in the lowlands, stock were lucky to be able to graze an exceptionally large area of maize stover left from a successful cropping season.

Due to the continuing meat scarcity in the Union there was a ready and active market for all cattle and sheep offered for sale and export. Auction sales, after a lapse of some years, were resumed at Qacha's Nek and as a result the figures of livestock sold by this method, as well as the average prices realised, both show increases over the previous year. Sheep are rarely disposed of at public auction — at any rate in the western areas of Basutoland — and

it is therefore gratifying to record that with the resumption of sales at Qacha's Nek a total of 504 head were sold there. With an unsatisfied market for mutton and goat flesh in Natal, an increase of sheep and goat exports from the Eastern districts of Basutoland — a result greatly to be desired — may be facilitated by the resumption of auction sales in this area.

### Statistical Review:

The usual biennial census will be taken in February 1949, but it may be remarked here that there is nothing to suggest that there has been any reduction in over all numbers since 1947: the country remains overstocked and restrictions upon the further importation of livestock, introduced a little over eighteen months ago, have proved fully justified.

Many complaints have been received on this account, particularly about the virtual embargo upon the importation of donkeys, but it is believed that this animal, whose sole merit lies in its use as transport, has already multiplied in the country to a degree which justifies stringent control of any further importation. Their importation is encouraged by the cheap prices at which donkeys are generally obtainable in the Union, as low as a few shillings apiece. At a conference convened by the Director of Livestock and Agricultural Services and attended by representatives of the Basutoland Chamber of Commerce, most of whom own or control stores in the mountain areas, a peculiar situation was admitted viz., that many traders rely upon hired donkey transport to move wheat and wool down to the lowlands, but in seasons when there is plenty of food, Basuto are disinterested in tendering for such services. Some traders prefer to rely upon their own donkey transport. Basically, the whole problem derives from the fact that in Basutoland a large proportion of the adult male population find it necessary to go to the Union to find work on the mines and farms, and the donkey as a pack animal is popular because it is more easily controlled than horses or oxen by the women and children left at home. But the donkey is economically a menace at all times, and it was recommended at the conference that future importation to the lowlands be prohibited completely, and that only a limited number be allowed in mountain areas where there is a genuine need for them.

It appears that there has been little change in the numbers of livestock brought into Basutoland since the import restrictions were imposed in 1947, but there is good

reason to suppose that the numbers would have been considerably larger had no limits been imposed.

Exports of hides and skins, particularly sheep and goat skins, have again shown a fair increase over the previous years totals.

The issue of vaccines and medicaments have in some cases shown marked increases, but such statutory services as double dosing of small stock, castrations etc., have remained at the usual levels.

The demand for relatively expensive medicines, particularly sulphur drugs, for such conditions as strangles in equines, makes it difficult to meet Government and public requirements from the funds available. It has been necessary therefore to limit issues to serious cases and to prescribe older and cheaper remedies for the milder cases. The general situation indeed reflects the higher standards of public knowledge, both European and African, on the subject of stock diseases and treatment of animals.

### **Animal Health:**

Animal health remains on the whole in a reasonably satisfactory condition, subject always to the consideration that animals live for a considerable part of each year on what may fairly be described as bare subsistence. It has been noted by exporters who have removed cattle to grazing areas in the Union that a rapid improvement in growth and weight is an almost invariable result of the change.

### **Disease Control:**

There was one severe outbreak of anthrax in the Mafeteng district from which a number of animals died, but this was quickly stamped out by inoculating all the animals — over a thousand — in the area. In other districts considerable quantities of vaccine were used where anthrax was known to have occurred and where preventive inoculation was requested.

Although only one case of quarter evil was diagnosed by blood smear examination, the disease is so wide-spread and so easily identifiable by external symptoms that a better indication of its prevalence is the increasing demand from Basuto cattle owners for the inoculation of the younger categories of cattle. This demand is increasing from year to year. It is possible, indeed, that this disease is the cause of more mortality than any other, including gall-sickness, and it is fortunate that its incidence is so easily controlled by preventive inoculation.

Only 181 doses of gall-sickness vaccine were administered in comparison with 712 doses during the previous year.

As this vaccine is mostly ordered for European owned livestock, it is assumed that owners are satisfied that the disease is less prevalent than was believed in years past. It seems likely that indigenous cattle are little affected by it, but it probably occurs to a greater degree in improved types e.g. dairy cattle introduced from areas where the disease is unknown.

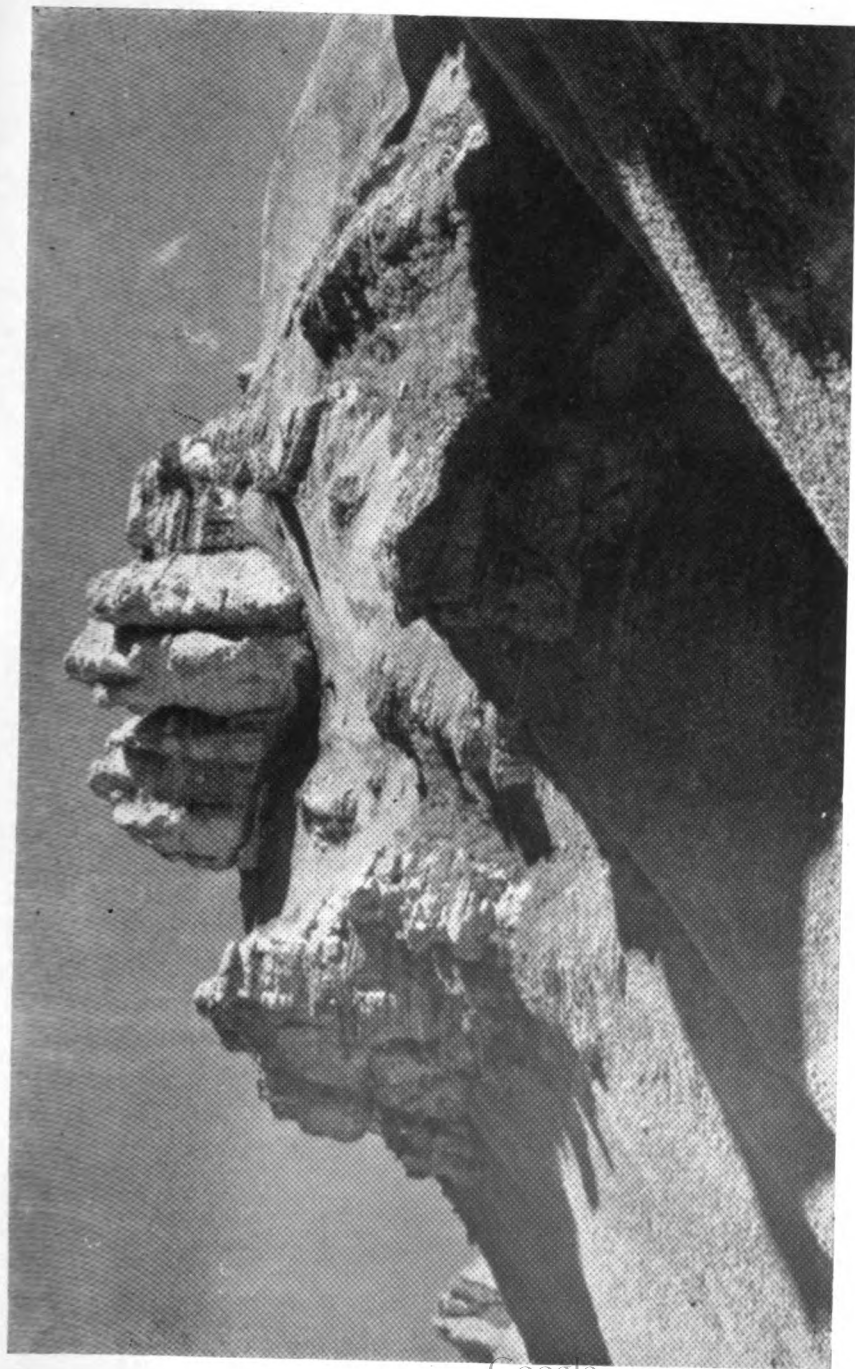
The lumpy skin disease epidemic has now run its course, having invaded all four provinces in the Union. Outbreaks in Basutoland were restricted, so far as is known, to the western areas. No deaths were reported, but the skin lesions were in some cases associated with a disturbance of general health and some loss of condition. Working oxen with limb lesions had, of course, to be put out of work for period up to a month or even longer.

Strangles and equine mange have been quite prevalent, many cases of strangles having been of the malignant type and resulting in death. The usual sulpha drugs are generally specifics for this disease, their administration in sufficient quantity producing a rapid abatement of the symptoms. Unfortunately they are often, relative to the value of the animal concerned, expensive to use, so that it has been found necessary to restrict their application to the severer type of case.

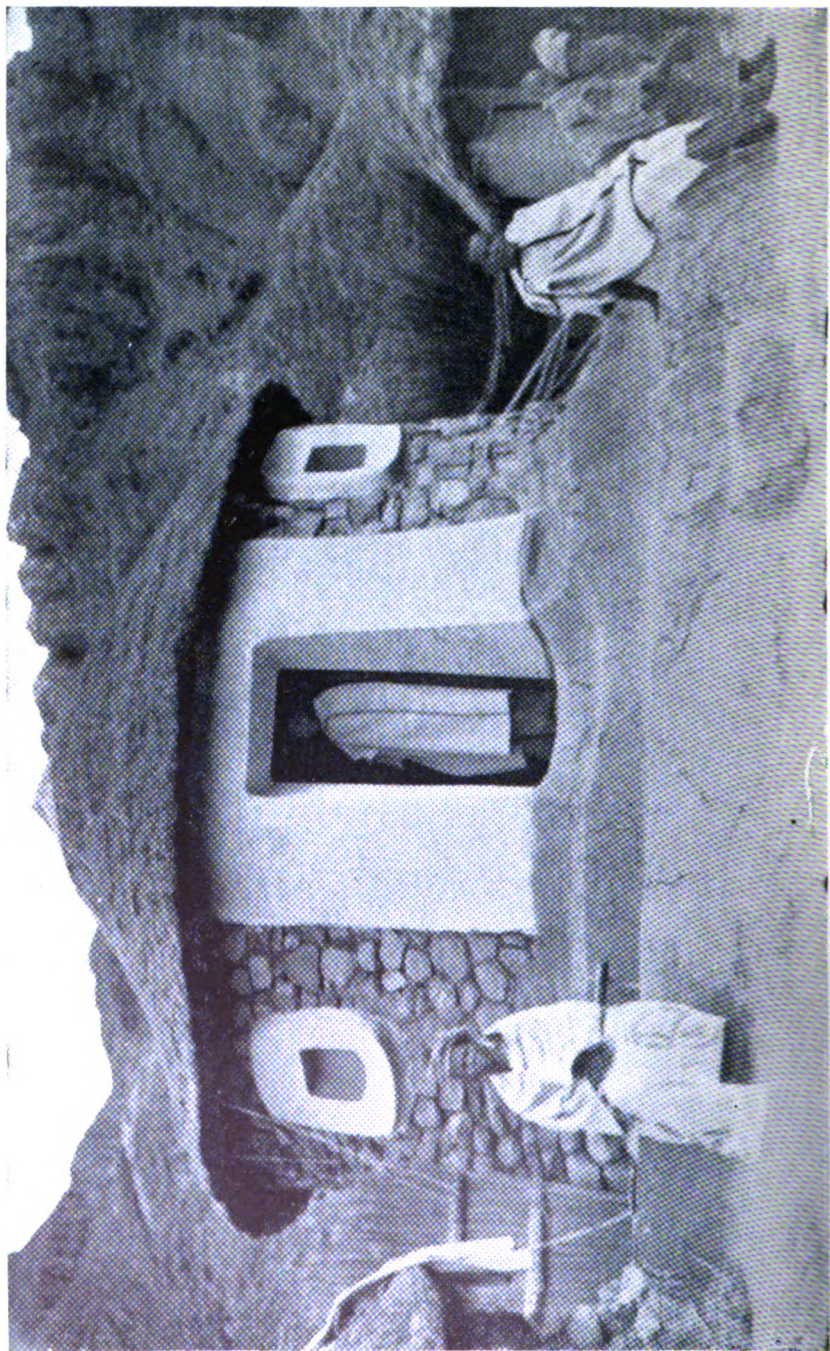
In the course of the year Agricultural Officers have been called upon to deal with most of the commoner diseases of all domestic animals, including poultry. The absence of severe endemic disease in Basutoland e.g. East Coast Fever in cattle, sheep scab etc., is allowing officers to deal with the minor disorder of livestock, such as mastitis in cows, and to provide services which are not generally available from Government sources. Thousands of doses of various types of medicines are issued or dispensed in the course of a year, and such services as inoculation, dehorning of cattle etc., are in practically every case performed by Government officers instead of by the owners themselves.

#### **ANIMAL HUSBANDRY: Small Stock:—**

The major export from the Territory is wool, and the best elements of this wool are, in their own class, second to none in the world's clips. Unfortunately, prior to 1937, the classing of wool was not carried out and all types were mixed up and sold together in the same lot, under the name Basutoland. Not unnaturally this product commanded a relatively poor price on the market, and in years of depression it was completely neglected, buyers being able to obtain their requirements in properly graded parcels.



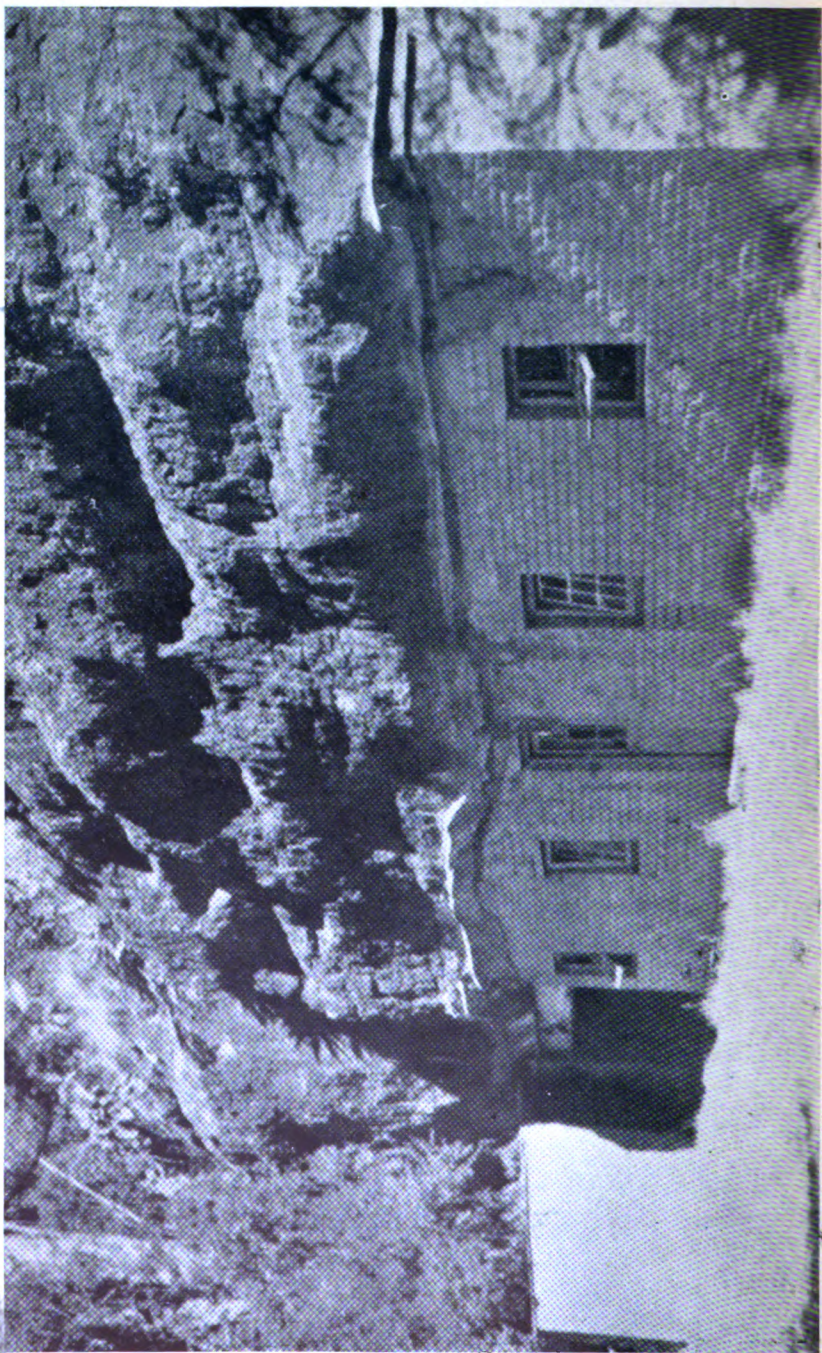
Mountain Top.



Family Group.



Court in Session



Old Mission House.

In 1937 steps were taken to put Basutoland wool back on to the market in the place it deserved. A government classing scheme was inaugurated whereby wool was sorted into a series of different classes, under the supervision of qualified wool sorters. Steady progress has been made in this work with great enhanced prices to the producer, and to-day over one-tenth of the wool exported is classed according to Government standards.

A scheme was set in motion for improving the "getup" of the bulk of the wool which could not be handled by Government classers and a simple method of classing wool by the flock owners was begun. This has resulted in the raising of the standard of quality of the whole of the Basutoland clip and very encouraging reports are received from buyers as to the efficacy of measures taken for improvement.

Concurrently with these wool classification schemes it has been the policy of Government to improve the type of sheep raised. Thus in 1935 a number of pure bred merino rams was introduced into the country and a start was made with the castration of all locally bred rams of undesirable type. Since that date there has been a regular annual importation of many hundreds of Merino rams which are sold at under cost price to the Basuto.

The amount of wool exported by individuals showed a marked increase over the previous year's figures.

The price of the wool also steadily increased throughout the year.

597 Merino rams were introduced into the Territory from the Union for re-sale to sheep farmers, but the supply was again well below the demand.

A start was made during the year with the building of more shearing and wool classing sheds in the mountains. Twelve were constructed. It is expected that this will lead to a corresponding increase in the amount of Government classed wool, in which the buyers at the coast are particularly interested.

At the close of the year the economics of the goat and mohair industry in Basutoland was discussed at length by the Basutoland National Council. It was agreed as a matter of policy that to improve the yield of mohair per goat, a number of well bred Angora rams should be imported. It was also agreed that the goat population should be reduced. Ways and means of effecting a reduction are to be discussed by a representative Committee of Basuto.

### **Cattle:**

A great deal of attention cannot be devoted to the

general improvement of cattle under present conditions, the country being overstocked to a point which makes simple survival a prime issue. All that can reasonably be done in the way of castrating undesirable or redundant male animals, the dosing and treatment of sick animals etc., is being done, and this does encourage the more progressive type of owner.

A start has been made in breeding a herd of native cattle, milk yield and ability to maintain condition on the natural veld being used as the first criteria for the selection of foundation stock. The object of this work is to produce for sale to the Basuto animals of known ancestry which can withstand the rigorous conditions under which the native cattle have to exist during the winter.

The herd has been built up from locally purchased cows which are being mated to an Afrikaner Bull from one of the best milking strains which is known in this breed. At the end of the year there were 98 cows and heifer calves in the herd.

Each cow is given two lactations upon which it is judged, and the stage is now being reached where extensive culling will be possible. As soon as satisfactory bulls are produced i.e. bulls apparently possessing the necessary stamina and from female parents which show a milk producing ability well above average over two lactations — these bulls will replace the Afrikaner bull at present in use.

The following figures are of interest as a basis for comparing the Basuto Native cattle with European breeds. In interpreting the figures it has to be borne in mind that the cows receive no supplementary feed, and that they are kept in other ways in a manner as nearly as possible similar to that which is traditional in Basutoland.

Number of completed recorded lactations 71. Average length of lactation (Longest 430 days, shortest 8 days) 189 days. Average yield per lactation (Highest 3,338 lbs. lowest 6 lbs.) 1153 lbs. Average "dry" period (longest, 513 days, shortest 75 days) 272 days. Average daily yield per cow (including dry period) 2.5 lbs.

From the figures contained in parentheses it is evident that there is an enormous variation in individuals, from which it is fair to assume that a large general improvement in the progeny average milk yield can be brought about in a few generations.

#### **Equines:**

22. Stallions, all Thoroughbred with the exception of one

pure-bred and one high grade Arab, are at stud or on loan to private owners. During the year attention has been given to improvement of the indigenous animal by the substitution of a smaller type of sire (e.g. Arab and Welsh Cob for the Thoroughbred) and a scheme for the improvement of the Basuto Pony on these lines has been proposed. The high grade Arab mentioned was purchased (for £80) in anticipation of such a change in general policy, but it is admitted that it will probably prove difficult to wean most Basuto from their predilection for a racing type of animal. Fourteen Government owned Donkey Jacks of Catalonian type were in use during the year. There is a considerable demand for their services for mule breeding, and an additional animal is being purchased to stand at Quthing. 141 Mules were introduced into Basutoland during the period under review.

#### **Pigs:**

The demand for weaner pigs is still very good in spite of the price being raised from 10/- to 20/-. Four large black sows are kept and two boars, one large black and one Tamworth.

#### **Poultry:**

The demand remains good and it is not possible with present equipment to hatch sufficient chicks to meet the demand. 180 Fowls three to four months old, were sold during the year. Breeds kept are Rhode Island Red, Light Sussex and Australorp.

#### **Marketing of Animals and Animal Products:**

Despite doubts expressed in last year's Report as to the support which might be accorded to future Auction Sales, it was found possible to maintain these at the usual centres although this necessitated considerable pre-advertising by the Auctioneers in order to ensure adequate supplies. The number of cattle sold by this method, and exported for slaughter and consumption in the Union, represents about 23% of the total cattle exports. The bulk of the traffic thus still remains in private hands.

#### **Forestry:**

Tree planting during the year was again practically confined to replanting of areas which had failed from accidental fire, drought, or stock trespass. In all 1,514,000 trees were planted, consisting mainly of poplar (*Populus canescens*) and silver wattle (*Acacia dealbata*), with rela-

tively small numbers of various species of conifers and willows.

The question of the individual ownership of small tree plantations has not been finally thrashed out, but there is no doubt that if the present system, whereby all timber in the Territory is in the gift of the Paramount Chief, is changed, considerably increased interest will be taken in tending the young trees.

Technical advice, assistance, and demonstration were extended where requested to Government Departments, Missions, Traders and members of the Basuto public. By the end of the year three forest Rangers were in training at Peka to help give advice and assistance throughout the country. Planting plans were in preparation for the Government Camps of Butha Buthe and Qacha's Nek, and that for Mokhotlong was completed. A proposal was put forward to utilise the thinnings which are necessary in the Government Camps for firewood and thereby avoid the considerable expense now involved in importing this commodity.

The small scale experiments at Peka were continued and a sample plot was marked and measured in the deodar there to obtain some data on the rate of growth in the country.

## (2) Co-operative Societies:

As has already been mentioned in Part I of this Report an administrative officer, after a special course of training, was appointed to the post of Registrar of Co-operative Societies in January 1948, and began work in establishing co-operative societies in Basutoland.

### General Progress:

The first half of the year was largely taken up with a preliminary survey, the preparation of the Co-operative Law and Rules (promulgated in August) and the selection of a nucleus of two African Inspectors. During this period also the Territory was fortunate in having a visit from no less an authority than Mr. W.K.H. Campbell, C.M.G., whose advice has been invaluable. Throughout the year the Registrar was engaged in addressing meetings in all Districts, and latterly in publishing propaganda articles as well. During the months of October and December the first three societies were registered, all having the marketing of wool and mohair as their principal object. At the end of the year a number of simple consumers' societies also were awaiting registration.

### Figures relating to the three wool and mohair marketing Societies:

District	Number of members	Working Capital
Butha-Buthe (1 Society)	190	£95
Quthing (1 Society)	61	£33
Mokhotlong (1 Society)	67	£67

### Co-operative Staff:

Establishment: 1 Registrar of Co-operative Societies.  
2 African Inspectors.

### Cost to Government:

Personal Emoluments	£1,360
Travelling Expenses	400
Miscellaneous	90

**Total**      £1,850

### Audit and Supervision Fund:

The Law provides for the contribution by societies of audit fees to this fund. The first audit will not be held until April, 1949.

### Thrift Societies:

No thrift societies have yet been formed, but to judge by the response that has been given to addresses on this subject, they seem likely to be fairly popular, especially among salary-earners. They are certainly much needed.

Credit Societies, on the other hand, are not required, since in common with most African territories in which the land is inalienable, Basutoland's peasants have no real debt problem.

### Consumer Societies:

In consequence of the greatly increased cost of living there has been a demand for this type of society, which has the widest appeal, and is the most easily understood. Thorough-going stores have not been encouraged in view of the risk involved, but at the end of the year registration of a number of "consumers' clubs", working on the system of bulk purchase from wholesalers without carrying stocks, was pending.

### Producers Marketing and Processing Societies:

The three wool and mohair marketing societies already mentioned fall under this head. The condition which contributed principally to their development was the large discrepancy between the very high prices ruling on the open

market at the coast, and the prices obtainable from trading stores within the Territory. The first two societies were started with difficulty, and only after much persuasion, but they forged ahead and greatly increased their membership, especially when it became evident that their members were obtaining prices far in excess of what could be got by sale within the Territory. The third society, situated in a mountain district, with no road outlet, was formed spontaneously and registered early in December. It is too early to say whether it is prospering, but membership had nearly doubled itself by the end of the month. It is anticipated that other districts will ask for similar societies in 1949.

The wool and mohair societies work on a system of bulk marketing. Members bring their wool and mohair to a central point where it is classed, bulked and exported by the society to brokers in Durban and East London, who arrange its sale on the open market. Payment is not made until the sale has been effected, but where necessary limited advances are given on delivery of the produce to the society. For this purpose a Government loan has been provided. These societies also undertake the marketing of skins and hides on behalf of members, and the bulk purchase of stock salt, sheep-shears and agricultural implements for sale to members at low prices.

Co-operative marketing of his produce, though not easy, seems to offer the best solution to one of the most pressing problems that face the Mosuto farmer, and it is possible that other type of produce marketing societies may arise in the future.

Some figures relating to the wool and mohair marketing societies have already been given. It is not possible to quote further statistics at this stage as the first year's audit has not yet been held.

### **Craftmen's Societies:**

No craftsmen's societies have yet been registered although some progress has been made towards forming a carpenters' society in Maseru, where there exists a large and unsatisfied demand for furniture and carpentry work of all kinds. There seems also to be scope for co-operative organisation in the future of the production and marketing aspects of Basutoland Home Industries, a project sponsored by Government and the Native Authority for teaching and encouraging Basuto women to produce hand-made articles from locally-grown wool and mohair, and to revive indigenous handicrafts.

**Women's Societies:**

Although no women's societies have been formed yet there was at the end of the year a prospect of at least one women's consumers club being registered, and the Mosuto woman gives promise of providing sound material for Co-operation.

**Other Societies:**

No other societies have been registered, though interest is being shown in the possibility of establishing co-operative dispensaries in the mountain area, where medical services are practically non-existent, and a district nursing association on Maseru Reserve.

**Education and Propaganda:**

Activity under this head has been limited so far to numerous addresses given by the Registrar and to the publication of a series of explanatory articles which have appeared in the four principal vernacular newspapers and have been reproduced in leaflet form for general distribution.

## Chapter VII: Social Services.

### (1) Education:

Education continues to be remarkably popular with the Basuto; accurate figures of the number of children of school-going age are not available, but it is estimated that about seventy-five per cent of the children attend school. This is not without great cost to the territory, the education vote absorbing approximately one-fifth of the revenue.

An Education Proclamation and Rules were promulgated early in the year. At the request of the Basutoland Council certain rules, however, were not enforced; these refer to the admission of children to school and the number of pupils per teacher. During the year the Central Advisory Board on Education considered these rules and made various recommendations, which were in turn considered by the Basutoland Council. It was agreed that pupils should be admitted during the first three weeks of the session only, and that girls should satisfy a minimum attendance rule of seventy-five per cent. This rule is not applied to boys, as it is feared it would result in the exclusion from school of a large number of herdboys who attend on alternate days only. As the limiting of pupils per teacher would either mean the exclusion of a number of pupils from school (which would be very undesirable) or the provision of a number of new teachers (for which funds are not avail-

able), the Central Advisory Board suggested the introduction as a temporary measure of a shift system, whereby in elementary schools the standards would attend for about 3½ hours in the mornings, and the grades for about 2 hours in the afternoon. A number of schools had already experimented with the system and the teachers had reported favourably on it as the slightly longer hours they had to work were more than compensated for by the smaller number of classes and pupils they had to teach at any given time. The Basutoland Council however did not support the recommendation, and the experiment will only be continued where the parents and teachers agree.

It became apparent during the year that the education vote had insufficient funds to pay teachers the higher cost of living allowances then prevailing. In August therefore the Standing Committee of the Central Advisory Board met to consider ways and means to economise. It was decided to recommend that cost of living allowances should be incorporated into salaries but in order to effect the necessary savings, cost of living allowance for unqualified male teachers and for all women teachers in primary schools should be incorporated at a lower rate than that then prevailing; all certificated male teachers, and all teachers in institutions, would have cost of living allowance incorporated at the prevailing rate, and would be brought in on the nearest notch on the revised scales, which were drawn up by the Standing Committee. These scales were subsequently approved by the Secretary of State.

District Advisory Committees are now functioning in all districts and are particularly useful in deciding on the allocation of building grants, which are made to the missions from Colonial Development and Welfare Funds. The shortage of skilled workmen, especially in the mountains, has held up the building programmes in a number of schools however. In the institutions the position is more hopeful. At Roma College, which suffered from a disastrous fire towards the end of 1947, new classrooms and dormitories have been built; at St. Catherine's three new classrooms for the teacher-training course have just been completed; at the Basutoland Training College the re-building plan is proceeding slowly but steadily, and at Eagles Peak new buildings on a magnificent site are nearly ready. The expansion of the Lerotholi Technical School (assisted by a grant from Colonial Development and Welfare Funds has continued, but the main buildings will not be ready for occupation before 1950.

Although small equipment grants are made to each school from Colonial Development and Welfare Funds, these

are insufficient, and many schools are still poorly equipped. The position in the institutions is, however, now fairly satisfactory.

The number of aided elementary vernacular schools is now 634, and of partially aided 118. There are also 113 private schools. The total enrolment in these schools was 26,889 boys, and 52,548 girls. All Elementary Vernacular Schools cater in most cases up to Standard III, and in some instances to Standard IV. There are 5 Government and 52 Mission aided intermediate schools, with a total enrolment of 2,790 boys, and 3,940 girls.

There were 549 boys and 322 girls in all secondary institutions. The results in the Junior and Senior Certificate examinations were particularly good in all these institutions this year. Special provision for domestic training for girls is provided at most schools, nearly all of which are co-educational. Some schools, mainly Roman Catholic, also provide what may be termed short pre-marriage courses for African girls of varying standards who, for whatever reason, are unable to proceed with their normal education.

Great attention is paid to character-training in the schools, and self-government by house-masters and prefects is encouraged, particularly at the High School. Games remain popular, and inter-school competitions in football, athletics, and singing are held regularly.

Male teachers are trained at Morija (now under the joint management of the Paris Evangelical and English Church Missions), Eagle's Peak and Roma, and female teachers at Thabana-Morena, Roma, and St. Catherine's. Girls taking the Basutoland Primary Teachers' Course may now specialise in either Infant or Housecraft teaching.

A private University College is maintained by the Roman Catholic Mission at Roma for Basuto youths. A number wrote their final examinations during the year and obtained external degrees of the University of South Africa. Accommodation for Basuto students is also provided by the South African Native College, Fort Hare, to which the Basutoland Government pays an annual grant of £300, and is represented on its governing Council by the Director of Education.

Bursaries are provided to enable selected Basuto students to take degree courses at Fort Hare. Their selection has now been entrusted to a Government Committee, including representatives of other departments, which will also guide students, who may later be employed by various departments, in the choice of course and subjects. A similar committee has been set up for the selection of

candidates for the clerical course at the Lerotholi Technical School. Bursaries for secondary and teacher-training courses are awarded by the Education Department.

There is one Government Technical School which provides four-year courses in carpentry, masonry, leather-work, waggon-making, smithing, and motor mechanics. On completion of their courses the apprentices remain on as 'improvers' for a further year. Two-year courses in practical farming and one-year courses in clerical training are also given. The School has a roll of 82 pupils, but extensions to the buildings are being made and by next year accommodation should be available for approximately 200 students. During the past year there were 12 students taking the recently instituted clerical course and all passed out as proficient in shorthand, typing, elementary book-keeping, etc. The majority of them have been taken on in Government service. The motor mechanics course which was started last year has four students in training, out of a possible maximum of 20. All appear to be progressing satisfactorily.

All primary education in the territory is free. In secondary and teacher-training schools, fees which just cover boarding costs are paid. In technical schools small fees are paid, but after the first year apprentices receive pay which, by the end of the course, has just equalled the cost of the fees paid.

As a fair percentage of the adult population is literate, mass education and adult educational problems are perhaps less pressing than in other parts of Africa. The main problem lies in the provision of adequate literature to prevent literates relapsing into illiteracy. Steps are being taken to bring this about.

There are night schools in three of the Administrative centres in the Territory.

The Basutoland African National Teachers' Association is making steady progress and is gradually breaking down denominational prejudice among its own members.

Africans are gradually being encouraged to take a greater part in educational matters. Advisory School Committees for elementary and intermediate schools are steadily increasing, and the Basutoland High School has been placed under a committee of Europeans and Africans.

A promising movement started by Africans and run entirely by them to-day is the Home Improvement Association. This deals primarily with married women, who are taught improved methods of cookery, housewifery, and so on.

A further two Basuto were sent to the Institute of Education, London University, for further training. One of these was provided with a bursary from Government funds and the other with a British Council bursary. Basutoland, therefore, had four students in training in England at the end of the year.

Gratuities of £60 each were paid from funds made available by Government to eleven teachers who had more than thirty years' teaching service in the territory. This is the first occasion on which it has been possible to make any grants to teachers as rewards for their many years of faithful service.

In August, a conference composed of representatives of the Paramount Chief, the three principal missions, the Basutoland African National Teachers' Association, the local press, and Government, met in Maseru to consider certain recommendations regarding the revision of Sesuto orthography, which had been drawn up by a Language Committee in 1947. Of the 13 members, 9 were Basuto. A remarkable degree of unanimity was achieved, all the recommendations of the Language Committee being accepted except one; certain other recommendations concerning the correct spelling of words were also adopted. These latter would have been of particular value to printers and publishers in standardising the language, as many words are spelt in two or three different ways. The recommendations were then submitted to the Basutoland Council for consideration. Unfortunately there was not time for a detailed discussion of each recommendation, so that the proposals had to be considered as a whole. Members of Council feared that too many radical changes were being made in the language and the recommendations were consequently turned down by them en bloc. Before taking the matter up again it is hoped to obtain the views of some expert philologists, both in the Union and in London, on the recommendations made by the Language Committee.

As a precautionary measure, schools in the lowlands of Basutoland were closed from 9th to 26th April, owing to a poliomyelitis epidemic in the Union. Fortunately there were few cases of poliomyelitis in the territory and education was not interfered with to any extent.

One Medical Officer was seconded from the Medical Department to undertake the medical examination of 1,062 pupils at five schools in or near Maseru in February. One of the schools was the Basutoland High School, at which all pupils are boarders and fed on an approved scale; the

other four schools were elementary day schools. The following table classifying the build of the students is interesting as showing the benefit of regular and sufficient meals:—

	Average	Build			Lean.
		Stocky			
Basutoland High School	76 per cent	23 per cent	1 per cent		
Day School	67 " "	5 " "	28 " "		

The weights of High School male pupils aged 17 - 19 were on the average 18 pounds more, and girl pupils about 11 pounds more, than those in elementary day schools. But more marked even than statistics can show was, as the Report states, "the contrast between the well-built High School students with healthy, shining skins, and the leaner day students with dry lustreless skins". There were few cases of scabies and impetigo, but in some of the day scholars some signs of dietary deficiency of the skin, mostly in the early stages, were seen. On the average the report showed that the general health of the Maseru school children was satisfactory.

Throughout the year strong emphasis has been laid on the importance of gardening and agricultural instruction in the school curriculum. Progress is slow and was still further hindered by drought in the latter half of the year. The Young Farmers' Clubs already established have grown in strength and two more are in process of formation. The improved methods of agriculture followed by members of these clubs have led to excellent results. As a further effort towards the improvement of agricultural training a school farm has been planned at Maphutseng intermediate school under the combined guidance of the Education and Agricultural Departments. The farm will begin to function in 1949.

A very successful handwork and needlework competition was held in the Mohale's Hoek and Quthing districts, prizes being given by Mr. L.C. Rust, M.B.E. Work of a high standard was shown and it was particularly gratifying to find the African teachers concentrating on the traditional crafts such as grasswork, woodwork, pottery and so on.

One Education Officer acted as part-time Public Relations Officer throughout the year. The mobile cinema van was used chiefly at week-ends, and 44 free shows to an estimated attendance of 11,570 were given. The van was also used to provide a public address system on various occasions. Articles explaining the work of some departments and various official communications have been sent

to the Sesuto press. In collaboration with the Medical Department a poster dealing with nutrition, drawn by an African artist, was published and distributed throughout the territory. A reproduction of it, with an explanatory article attached, was also distributed as a leaflet. It is still too early to judge the value of this form of propaganda.

For the Home Industries Organisation, District Advisory Committees have been set up in each district, and a Central Advisory Committee in Maseru. The functions of these committees are to arouse the interest of the Basuto, to advise upon the selection of students to be trained, to distribute such trained students and to set up home units. The trade mark "Koenā" has been registered for certain specific goods in the Union of South Africa and in Basutoland, and negotiations are taking place for its registration in the United Kingdom. A selling centre has been established at Maseru and the demand for Basuto shawls, rugs and floor mats is greater than the supply; tourists particularly are visiting the centre in larger numbers each year. There is a steadily improving standard of quality in the work and the first sports coat, spun and woven from Basutoland wool, has been made. The main objective for these products still remains the European luxury market. The movement offers the Basuto a real opportunity to make money in comfort in his own home.

The Pathfinder Scout Movement continues to expand, there now being 50 troops in operation with 55 scouters and nearly 1,000 scouts. A most encouraging development was the decision of the principal missions to give full support to the movement. As ninety per cent of the existing troops are attached to mission schools, the importance of this in providing local supervision and encouragement and in stimulating the recruiting of scouters is obvious. The Territorial Council is giving serious attention to the question of training, and its plans for the future include both preliminary training camps and higher training camps for the most promising scouters, so that ultimately a training team may be built up. Guiding is also progressing steadily, there now being 57 companies and 36 circles, comprising 1,002 guides and 492 sunbeams. Of outstanding importance was the visit of Miss Speakman, who came out from Scotland to visit the Guides of South Africa, and afforded time to talk and advise at many centres in Basutoland. Her visit was most welcome; for those living in isolated parts even the sight of a guide from another part of the world is a source of tremendous excitement and encouragement.

There are six small European primary schools in the Territory with a roll of 111 pupils. With the exception of the school at Maseru, these are all single-teacher schools which are co-educational and take children up to Standard VI only. Beyond that standard children must proceed outside the Territory for education. Secondary education is obtained in the Union of South Africa. During the year approval was given for small grants for correspondence courses for the children of officials living in districts where school facilities are not available. The usual scholarship examination for three bursaries was held in December and the examiner commented favourably on the standard of work of the successful candidates.

### **Summary of Educational Statistics:**

15 per cent of the population in Basutoland is attending school. On the basis that 25 per cent of the population is of school-going age, the percentage of literacy would be 60. If 20 per cent only are considered to be of school-going age, the percentage of literacy would be over 75. More accurate statistics of the number of children of school-going age are not available.

### **Types of Schools:**

#### **(1) Primary Schools:**

Elementary Schools (5 years' schooling with, in certain schools, an additional year for Standard IV).

#### **Intermediate Schools:**

3 years' schooling up to Standard VI. In two of these schools the first year of the secondary school course has been started.

#### **(2) Secondary Schools:**

Secondary Schools (3 years' schooling) up to junior Certificate standard.

High Schools (5 years' schooling) up to Matriculation standard.

Teacher Training Institutions - male and female (2 or 3 year courses of instruction).

Housecraft Schools—female (2 or 3—year courses of instruction).

Technical Schools—male (3 or 4—year courses of instruction).

**Note:** In certain instances secondary and teacher-training work is combined in one school.

Singing arouses the enthusiasm of both teachers and pupils. Part songs are taught in all schools and concerts and

competitions are greatly in vogue at the end of every session; in fact singing forms one of the brightest sides of school life in Basutoland. Although drawing is part of the syllabus in the schools it has hitherto not been very popular nor very well taught. Experiments, however, are being made in certain schools to revive and develop a Sesuto art which can be applied to articles manufactured by the Home Industries centres and to other domestic products. The children make their own paint brushes and obtain colours from the ground. The results so far are very encouraging.

## (2) Health:

The Government Medical Staff of the Territory consists of a Director of Medical Services, 12 Medical Officers, and one District Surgeon. At present there are 11 Medical Officers. A Medical Officer is stationed at each of the District Headquarters. There is also a Medical Superintendent and a Medical Officer at the Leper Settlement. (The Medical Officer's post is vacant at present.) A Health Inspector is in charge of general Sanitation and Public Health in Maseru.

There are five Government Hospitals staffed by European nurses with subordinate African staff, and two Hospitals staffed by Trained African Nurses with subordinate staff. In Maseru a hospital constructed in 1944 of prefabricated material purchased from the Army, for the purpose of accommodating pensioners of the African Pioneer Corps is still in use for this purpose, but mainly for the overflow of the male patients from Maseru Hospital. There is accommodation for 329 African and 11 European patients in Government hospitals. At each District Dispensary clinics are carried out daily for patients by the Medical Officer in charge. There are 3 sub-dispensaries which are visited weekly by a Medical Officer.

There is no mental asylum in Basutoland and owing to the acute shortage of accommodation in Union Asylum it has been impossible to get accommodation for our lunatics. A temporary Mental Detention Centre built in 1943 at Mohale's Hoek is being used to house the more dangerous lunatics. This arrangement is far from satisfactory, but supplies an urgent need. There was a daily average of 79 patients in the Centre during the year. 41 new cases were admitted, 13 discharged, and 8 died.

During 1948, 7296 cases were admitted to Government Hospitals, compared with 7022 in 1947. 4265 operations were performed, (833 major) an increase of 92 over the 1947 figure.

In the Maternity Ward at the Maseru Hospital (14 beds) 505 cases were admitted. This number is included in the total of hospital admissions shown above. Only cases of first labour and cases of possible complication are admitted. Ante-natal and Child Welfare Clinics are held twice a week in this ward, where there were 2,508 attendances.

The following additions were made at the Maseru Hospital, (a) a dormitory to accommodate 6 probationers, and (b) a Rest House for pregnant women awaiting admission to the Maternity Ward.

The new hospital at Teyateyaneng is being built, and should be ready for occupation next year.

The first Table below gives a summary of the work in Government hospitals and dispensaries during the year.

There are three Mission Hospitals which are subsidised by the Government at Roma, Morija, and Ntaotes with 40, 30 and 22 beds respectively. Each of these hospitals has an Out-patient department. The second Table below gives the summary of the work carried out at each of these hospitals.

During the year an inspection was carried out of 1062 children in day schools in Maseru and nearby villages, as well as one boarding school in Maseru. This was done mainly with the object of ascertaining the position of dietary deficiency. It shows that there was a marked difference in the nutritional state of boarders, which is good, compared with that of day scholars. Further particulars of the report will be found in the section dealing with education.

### **Epidemic and General Diseases:**

**Diphtheria:** There was a widespread epidemic of diphtheria throughout the country, especially in the Teyateyaneng District. 460 cases were reported with 18 deaths. It is certain that there were many more cases which were not known about in remote villages. Wherever there was a reported outbreak prophylactic inoculations were given. In December a considerable outbreak was reported from Qacha's Nek and also in the Mokhotlong District. These epidemics were still being dealt with at the beginning of 1949.

**Typhus:** Eleven cases were notified during the year. Whenever there were known cases of typhus present, disinfection and delousing with D.D.T. was carried out at once with good results.

**Typhoid Fever:** 159 cases were notified, of which the majority came from the Maseru and Mafeteng Districts. There were 18 deaths. The infection was water-borne in every case and in many instances it was found that the villagers were using water from dams or soil erosion furrows. Wherever there was a large outbreak, prophylactic inoculation with T.A.B. vaccine was carried out.

**Tuberculosis:** 484 cases of pulmonary tuberculosis with 38 deaths were notified. This shows a decrease of 261 cases in the number reported in 1947.

**Pellagra:** 1802 cases were reported from Government Dispensaries; this shows an increase of 334 on 1947 figures and a decrease of 738 on 1946 figures. The majority of the cases was seen in the north, (Leribe 561 and Teyateyaneng 480).

**Avitaminosis:** 571 cases were reported. This occurred mostly among children and was usually due to protein deficiency resulting from the lack of milk.

**Food Supplies:** These have been plentiful during the year under review, owing to good rains at the end of 1947 and beginning of 1948.

**Water Supplies:** The protection of village springs has continued, 5 new springs having been built and 25 repaired. During the first nine months of the year water supplies were good, but owing to the drought in the latter three months, the position has deteriorated and a great many springs have dried up, with the result that many villagers are suffering hardship in obtaining sufficient water.

**Sanitation:** Generally this is primitive. With few exceptions where septic tanks have been installed, the disposal of sewage in Government reserves is done by the bucket system. In Maseru the contract for clearance by mechanical transport, which was instituted in December 1947, is working well.

The Health Inspector for Maseru, who was appointed in 1947, has carried out great improvements in sanitation generally and in the closer supervision of the Abattoir and inspection of meat.

## PATIENTS TREATED AT GOVERNMENT HOSPITALS

District	In-Patients treated in Hospital	Operations		Out-Patients treated in Dispensaries including those receiving injections for Syphilis.			Total
		Major	Minor	First Attendance	Subsequent Attendance	Injections for Syphilis	
Maseru	2,659	295	811	31,116	12,833	5,199	52,913
Leribe	1,000	203	427	20,038	23,752	5,227	50,647
Maleteng	1,252	142	573	27,459	15,704	5,637	50,767
Mohale's Hoek	631	105	874	14,599	7,386	7,359	30,954
Qacha's Nek	456	18	179	6,271	1,803	1,411	10,138
Quthing	749	12	251	10,401	2,047	960	14,420
Teyateyaneng	120	4	160	22,568	6,534	4,177	33,563
Mokhotlong	429	54	157	5,642	1,378	1,006	8,666
<b>TOTALS:</b>	<b>7,296</b>	<b>833</b>	<b>3,432</b>	<b>138,094</b>	<b>71,437</b>	<b>30,976</b>	<b>252,068</b>
District Surgeon							1,673
Butha Buthe.							253,741

## PATIENTS TREATED MISSION HOSPITALS

District	In-Patients treated in Hospital	Operations		Out-Patients treated in Dispensaries including those receiving injections for Syphilis.			Total
		Major	Minor	First Attendance	Subsequent Attendance	Injections for Syphilis	
Roma	401	3	112	3,644	1,271	629	6,060
Scott Hospital Morija	603	23	132	8,331	3,055	4,316	16,460
Paray Hospital Ntaote's	507	9	79	6,331	2,404	1,244	10,574
TOTALS.	1,511	35	323	18,306	6,730	6,189	33, 094

**Leper Settlement:**

The Leper Settlement, which is four miles out of Maseru, is part of the Medical Department though it has a separate Departmental Vote. It is staffed by a Medical Superintendent, Medical Officer, European Matron and Sister, two African Trained Nurses with a European Staff of Clerk, Compound Manager, Farm Bailiff and artisan. There is a large African staff of Office Clerks, Dispensers, guards mechanics and casual labourers. (The Superintendent has been doing the medical work as well as his own duties due to the lack of quarters for a Medical Officer.)

The number of leper patients on 31st December, 1948, was 645. The population of the settlement during the last eight years has remained fairly stationary.

The following table shows the addition and losses during the year 1948.

**Additions:**

New cases admitted .....	77
Recurrent cases .....	17
Deserters re-admitted .....	5
	<u>99</u>

**Losses:**

Deaths .....	48
Desertions .....	6
Discharges .....	67
	<u>121</u>

The average age on admission was 37.7 years, but the actual ages of entrants vary enormously. There were 14 children under 16 years admitted. The percentage of Neural cases admitted was 79 and the Lepromatous was 21.

There were six deserters during the year, five of whom were males. Generally, however, there is still an atmosphere of contentment in the Settlement.

There are eight Leprosy Inspectors amongst the various districts, who travel to and fro inspecting villages for likely cases of Leprosy. The majority of new cases are 'spotted' by them.

Lepers who are not acutely infectious are given periodic leave to go to their homes. They are conveyed to the nearest camp from their home by a motor bus which does the journey to the various stations every second month. This helps in keeping the patients content and breaks the monotony of the long stay in the Settlement. (The number of

desertions has greatly decreased since this privilege was granted to the patients).

Patients are encouraged to have hobbies, such as farming, chicken breeding, weaving etc. The young males play Association Football and the young females have a branch of Girl Guides. Cinema shows are given fortnightly.

The most important part of treatment consists in good feeding, but injections of Ethyl Ester and Chaulmoogra Oil are given twice a week, and 8,138 cases received these injections during the year. The injections are not compulsory.

### (3) Housing:

There are no factories or industrial undertakings in Basutoland, and the problem of the proper accommodation of industrial workers has therefore not arisen.

The Basuto live in small scattered villages under tribal authority and their huts are, on the whole, healthy if primitive. These huts are built of stone or of sods with a mud floor and thatch roof. A young man wishing to build asks his chief or headman for a site, and thereafter enters into contracts with semi-skilled Basuto for building the walls and for the thatching of the roof. The hut on completion belongs to the man, but should he leave the village, the hut reverts to the chief who may allocate it to some other person but at no charge. The original owner, however, is allowed to remove the doors and windows if he so desires.

The more wealthy Basuto build stone or brick houses, purchasing stock-size glazed windows and doors, and roofing the dwelling with corrugated iron. The Basuto people fully appreciate the advantage of more and larger windows in their houses, and four and six light casement windows are now sold in large numbers in the Territory.

The average number of persons to each hut occupied was 2.35 in 1936, but although a census was taken in 1946, the comparative figures for that year are not yet available.

As the villages are small and under tribal authority, Government does not enforce sanitary laws except at District Headquarters and at Maseru, where a European Sanitation Officer is stationed.

The small European population consists for the most part of civil servants, missionaries and traders, and is as a rule well housed in buildings of local cut stone, which is fortunately in good supply and easily accessible. Since the war, however, there has been a shortage of houses in Maseru, due to expansion in Government Departments and

commercial enterprises, with the result that a number of houses are now being of brick, as they are more quickly constructed and cheaper.

During the year a further seven European Government quarters have been completed in Maseru and six more are being built. One house has been finished in Mophale Hoek and one in Leribe, where another is also going up.

32 African staff quarters were completed and a further 20 are under construction.

#### (4) Social Welfare:

Social Welfare is not yet carried out in an organised or co-ordinated way in the Territory. Youth movements such as Scouts and Guides, Homemakers and kindred associations depend for their success on the efforts of a few devoted voluntary workers, European and Basuto, and receive little or no financial assistance from public funds. As the Basuto live in small scattered village communities and there are no towns or large industrial undertakings where workers of the poorer class are concentrated, there are no slums and no problems arising out of urban conditions such as exist in the Union. But owing to the number of Basuto who go to work in the Union and acquire a taste for town life, there is an increasing tendency for the Basuto to drift to the large towns of the Union, and there is great need for the provision of more amenities in the villages to make village life more attractive.

To this end Government proposes to erect Community Halls in all the District Headquarters. These will in time become the centre of village life, and with the provision of libraries, lectures and debates, it is hoped they will develop the country through the spread of education, thus helping to combat the exodus of young men to the Union. It is encouraging to know that at all centres there appear to be Africans both able and willing to serve on the necessary Committees. This is most important as it is essential for future development that the various activities spring from the efforts of the people themselves.

A start has been made in Maseru with the construction of a large Community Hall. This was made possible through the generosity of a prominent Commercial firm in the Territory, which donated the necessary money.

It has been dedicated as a memorial to the Basuto soldiers who lost their lives during the war. The Resident Commissioner officially opened it on the 23rd December.

A local resident has also generously given the cost of a

a library which has been built next to the Memorial Hall and which was opened by the Resident Commissioner on the same day.

During the year the Welfare Officer paid visits to all District Headquarters to discuss welfare activities with District Commissioners. He also visited various welfare centres in and around Johannesburg and Durban and gleaned much information that will be of use in expanding welfare work in the Territory.

It appears that it will be essential once welfare societies are in being in the Districts to have a trained African Organiser to run them and keep them flourishing. Government is trying to obtain a man who has been trained at the Jan Hofmeyr school of Social Work for this appointment.

Among his other duties the Welfare Officer acts as Chairman of the Executive Committee of the Basuto soldiers Benefit Fund and Chairman of the Pensions Board.

The Basuto soldiers Benefit Fund was established out of contributions received from the Basutoland War Levy, the Governor Generals War Fund, and P.R. Institutes from the Middle East and totalled £24,873.13.11d.

During the year 120 applications for assistance were received by the Committee, and a total sum of £1,540 was granted in 52 different cases. As in previous years the majority of the grants were for Education Bursaries and Family Allowances to ex-soldiers to whom these Bursaries had been granted. Other grants covered a wide range of cases such as assistance to widows ineligible for pensions, re-establishment of ex-soldiers in trades and businesses, payment of expenses of relatives visiting ex-soldiers in mental asylums and re-building of houses destroyed by fire.

It was decided during the year that ex-members of the H. C. T. Corps should not be eligible for assistance from this fund unless they had also served in the A. P. C. and only so far as their A. P. C. service affected the case.

The Pensions Board consists of four members:—

Chairman (Welfare Officer),  
Civilian Medical Officer (Dr. H.W. Dyke, C.B.E., retired Director of Medical Services Basutoland),  
Civilian Medical Officer detailed by Director of Medical Services,  
Representative of Paramount Chief.

Its duties are to examine medically all disabled ex-soldiers, then to consider their cases and make an award.

The following comparative Table shows how the number of cases dealt with in 1948 compare with 1947: 1st applications 220 and 173 for 1947 and 1948 respectively, made up as follows:—

	<u>1947</u>	<u>1948</u>
Pensions	61	48
Permanent Pensions	3	5
Dependents Pensions	10	19
Gratuities	10	15
Dependents Gratuities	2	1
Gratuities on permanent scale	91	44
No awards	43	39
No awards for Dependents	—	2
	<u>220</u>	<u>173</u>

Re-examinations 507 and 435 for 1947 and 1948 respectively made up as follows:—

	<u>1947</u>	<u>1948</u>
Pensions	287	167
Permanent Pensions	69	89
Dependents Pensions	33	47
Cessation of Pensions	18	21
Gratuities	2	10
Gratuities on permanent scale	98	98
No awards for Dependents of deceased		
A.P.C. Pensioners	—	3
	<u>507</u>	<u>435</u>

### General:

The Welfare Officer carried out an inspection during the year of Pensions Offices at every district headquarters during which every docket and pension register were examined. There remain 166 soldiers medically boarded out of the army whose applications for pensions have as yet not come before the Pensions Board. Most of these are men who have gone to the Union, and of whose addresses their families are in ignorance.

There now remain 44 cases of dependents of deceased soldiers who have not applied for pensions; the majority

of these also are persons who are away in the Union and whose addresses are unknown. This number happens to be the same as in the Report for last year, but some of these cases outstanding last year have been dealt with, whilst further High Commission Territories Corps cases are outstanding. It remains the policy of the Board to complete all cases as soon as the disability is considered permanent, and in any case within 5 years of discharge as laid down in the Pensions Act.

The rate of pensions awarded in the last year has not changed. It varies between a maximum of £50 per annum to a volunteer with a 100% disability and £10 per annum for a 20% disability, with appropriate increases for a wife and each child. A widow receives £25 per annum, and £8 per annum extra for each child. Men whose degree of disablement is assessed at less than 20%, receive a gratuity, the amount of which depends on the duration of the disablement.

The placing of Basuto ex-soldiers in jobs has proved difficult, but copies of army testimonials together with letters have been given to many applicants in the hope that they will assist the men in obtaining employment. All applicants are entered in a classified register so that when enquiries for men to fill posts are received the Welfare Officer can get in touch with those men who might be suitable.

District Welfare Boards continued to act in each district and with few exceptions all cases considered by the Executive Committee of the Basuto Soldiers Benefit Fund were submitted by district boards.

### **Rand Agency:**

The tax collecting Agency established on the Rand in 1932 and mentioned in an earlier chapter now includes amongst its more important duties the welfare of the Basuto working in the mines and in industry in the Union.

During the year the Agent, a Senior Administrative Officer seconded from the Territory, and his Deputies, carried out inspections of numerous compounds and the conditions of work in many industrial undertakings.

Labourers on the Reef continued to make great use of the Agencies, which serve to help these men to keep in touch with their homes. Requests for assistance from Districts in the Territory are frequent and it is usually possible to arrange for cash remittances or for repatriation.

The following figures show the number of cases dealt with at each Agency during 1948:—

Service.	Johannesburg	Springs	Rand- fontein	Total
(a) Applications for assistance (ex-Territories)	642	81	143	866
(b) Complaints and requests for assistance (local)	276	378	298	952
(c) Repatriations and tracing of relatives	173	26	47	246
(d) Arranging for Banns of Marriage	44	7	6	57
(e) Applications for Pass Exemption certificates	432	109	56	597
(f) Enquiries and verification of domicile	315	95	187	957
(g) Applications for passes to seek work on Rand	526	136	94	756
(h) Applications for permission to visit the Rand	488	24	38	550
	<b>2,896</b>	<b>856</b>	<b>869</b>	<b>4,621</b>

In addition to the cases set out above, hundreds of individuals are dealt with at Mine Compounds and in the field every month. Destitutes and stranded persons are frequently assisted. Matrimonial differences are often referred to the Agencies and usually the men are advised to go home to settle them.

The Johannesburg Office was moved from Trans-African House, Fox Street, to Sharo House in Albert Street, in November, owing to the demolition of the former building.

Arrangements are being made for the erection of new offices and quarters at Springs and Westonaria, near Randfontein, but building operations have not yet begun.

Great difficulties were experienced at all three Agencies about suitable housing for African Staff, whose living conditions in most cases are not entirely satisfactory.

His Honour, the Resident Commissioner of the Bechuanaland Protectorate paid a brief visit to Johannesburg and to the Randfontein Agency in October. The Government

Secretary of Basutoland visited the three Agencies in November.

## Chapter VIII: Legislation.

The following is a list of the more important legislation for the year 1948:—

1). Proclamation No.4 of 1948 — The Basutoland Workmen's Compensation Proclamation, 1948, which makes provision for the payment of compensation to workmen employed in Basutoland who suffer injury or death or contract disease in the course of their employment.

2). Proclamation No. 15 of 1948 — The Basutoland Diplomatic Immunities and Privileges Proclamation, 1948, which provides for and defines the immunities and exemptions of diplomatic agents in Basutoland and also makes provision for the extension of such immunities and exemptions to certain international organisations and their representatives.

3). Proclamation No.44 of 1948 — The Basutoland Native Medicine Men and Herbalists Proclamation, 1948, which controls the practising for gain in Basutoland by native medicine men and herbalists and prohibits practice by witchdoctors and other persons who profess to be able to use supernatural powers.

4). Proclamation No. 47 of 1948 — The Basutoland Co-operative Societies Proclamation, 1948, which provides for the constitution and regulation of Co-operative Societies in Basutoland.

5). Proclamation No.48 of 1948 The Basutoland Council Proclamation, 1948, which amends and consolidates the law relating to the constitution and functions of the Basutoland Council and makes provision for the establishment, constitution and functions of District Councils.

6). Proclamation No. 53 of 1948 — The Basutoland Justices of the Peace Proclamation, 1948, which makes better provision for the appointment, powers and jurisdiction of Justices of the Peace in Basutoland.

7). Proclamation No. 57 of 1948 — The Basutoland Collective Punishment Proclamation, 1948, which provides for collective punishment as a deterrent to the commission of crimes of murder and attempted murder, and as a means of bringing the perpetrators of these crimes to justice.

8). Proclamation No. 58 of 1948 — The Basutoland Liquor Proclamation, 1948, which amends the law governing the manufacture, possession and sale of liquor in Basutoland.

9). Proclamation No. 67 of 1948 — The Basutoland Prohibition of Barter Proclamation, 1948, which prohibits the continuance of the system of trade practised in Basutoland, commonly referred to as barter.

10). Proclamation No. 73 of 1948 — The Basutoland Geneva General Agreement on Tariffs and Trade Proclamation, 1948, which approves the General Agreement on Tariffs and Trade concluded at Geneva on the 30th October, 1947, and makes provision for the carrying out of the said agreement, and for matters incidental thereto.

11). Proclamation No. 77 of 1948 — The Basutoland Crown Liabilities Proclamation, 1948, which imposes liabilities on the Crown in respect of acts of its servants.

## Chapter IX: Justice, Police and Prisons.

### (1) Justice:

The laws in force in Basutoland include those of the Cape of Good Hope up to the 18th March, 1884, except where repealed or altered by Proclamation of the High Commissioner, who is empowered to make by Proclamation such laws as may be necessary for the peace, order and good Government of the Territory. Accordingly, the common law of the Territory is Roman-Dutch common law, supplemented by statute law which is often based on that of the Union of South Africa. The Criminal Procedure and Evidence Proclamation is based on the South African Criminal Procedure and Evidence Act which is derived from English Criminal Law. Native Law and Custom in so far as it is not repugnant to the principles of justice and morality, or the laws of the Territory, is also in force.

The Basutoland Courts of Law consist of :—

(1) **The High Court** which constitutes the Supreme Court of Basutoland from which an appeal lies to the Privy Council. This Court, which superseded the Court of the Resident Commissioner, was constituted under Proclamation 57 of 1938. It is presided over by the Judge of the High Commission Territories, and has jurisdiction in all cases both civil and criminal which arise in the Territory. The High Court is also a Court of appeal from all Subordinate Courts, and has full powers of review in respect of all proceedings of subordinate Courts. When the High Court is not in Session these powers are vested in the Judge. At any trial the Judge has the power to call for one or two Admi-

nistrative Officers as Advisers, and one or more Native Assessors to assist him, but the decision is vested exclusively in the Judge.

## **(2) Subordinate Courts of the First, Second, the Third Class:**

In the nine districts of the Territory, there are also Subordinate Courts of the first class, presided over by the District Commissioner of each district, and also subordinate courts of the second and third class, presided over by Assistant District Officers, the limits of whose jurisdiction are clearly defined in the Proclamation already mentioned, No.58 of 1938. The appeals lie from these courts to the High Court of the Territory.

The powers of these courts are as follows:—

**Criminal: (a) First Class:** Presided over by a District Officer. Can impose sentences with or without the option of a fine up to a maximum of two years imprisonment with hard labour or a fine of £100. In certain cases a whipping not exceeding fifteen strokes with a cane may be imposed.

**(b) Second Class:** Are courts of an Assistant District Officer. The maximum sentence is Imprisonment with hard labour for one year or a fine not exceeding £50. A whipping not exceeding eight strokes may be imposed in certain cases.

**(c) Third Class:** Are courts of an Assistant District Officer (Cadet) with maximum jurisdiction limited to six month's imprisonment with hard labour or a fine of £10.

These courts have no jurisdiction to try as Courts of first instance any person charged with treason, murder, rape or sedition. A preparatory examination is held, and the record transmitted to the Attorney General who may decide *inter alia*:

- (1) Not to indict the accused.
- (2) To indict the accused before the High Court.
- (3) To remit the case to the District Commissioner for trial with or without increased jurisdiction.
- (4) To remit the case to the District Commissioner for the hearing of further evidence.

**Civil:** In Civil cases, subordinate Courts of the First Class have jurisdiction in all actions where both parties are natives and all other actions where the claim or value of the matter in dispute does not exceed £500, and of the Second Class where the matter in dispute does not exceed £250.

Subordinate Courts of the Third Class have no civil jurisdiction.

**Criminal procedure** in use in subordinate Courts is laid down in the Criminal Procedure and Evidence Proclamation (No. 59 of 1938) and Civil Procedure is laid down in the Subordinate Courts Proclamation No. 58 of 1938, and in the Rules issued thereunder and promulgated in High Commissioner's Notice No. 111 of 1943.

**(3) The Judicial Commissioner's Court** was established by Proclamation 16 of 1944 to hear civil and criminal appeals from the Courts of the Paramount Chief. Formerly appeals from Native Courts were heard by District Commissioners, but they became so numerous that it was found essential to establish this special court to deal with them. This Court is the final court of appeal for matters decided according to native law and custom and appeals from this Court to the High Court can be made with the permission of either the High Court or the Judicial Commissioner.

**(4) Native Courts** were formally recognised and given special powers and jurisdiction under Proclamation 62 of 1938. These Courts are established by a warrant issued by the Resident Commissioner with the approval of the High Commissioner, and may exercise civil and criminal jurisdiction to the extent set out in their warrants. They have no jurisdiction over any parties other than Natives as defined in the General Interpretation Proclamation (No. 12 of 1942). They deal mainly with offences against Native Law and Custom and infringements of the Paramount Chief's orders, or those of Chiefs and sub-Chiefs, and with civil disputes. District Officers have access to Native Courts and the right to examine case records with powers of revision in the event of a miscarriage of justice.

The Paramount Chief's Court is a Court of appeal from the Courts of Ward Chiefs. Any person aggrieved by a decision of this Court may appeal to the Court of the Judicial Commissioner.

When the National Treasury was inaugurated on 1st April, 1946, Native Courts were considerably reduced in number. Courts are now distributed in proportion to the population and are graded according to the number of taxpayers they serve. Thus a Ward Chief will have an "A" Court and a Chief of a smaller area may have a "B" Court. Under the old system the fines received from the Courts were taken by the Chiefs as a perquisite of their position, a practice which was obviously open to abuse, for as in me-

diaeval England "justitia magnum emolumentum est." With the inauguration of the National Treasury, however, all fines are paid into the National Treasury revenue. The Chiefs now receive fixed salaries and their Courts are presided over by Presidents and have other officials to assist them who are all paid from National Treasury funds. There is no doubt that the reduction of Native Courts from over 1,300 to about 110 has resulted in a more efficient and equitable system of justice.

Headman's Courts have now been reduced to Courts of arbitration and have no judicial powers.

**The Judge of the High Court** is also Judge of the High Courts of Swaziland and the Bechuanaland Protectorate, and is Legal Adviser to the High Commissioner. He is not resident in the Territory, except when the High Court is in session.

**The Attorney General**, who is practising member of the Johannesburg bar, acts in a similar capacity for both Swaziland and the Bechuanaland Protectorate. He is also legal adviser to the three High Commission Territories.

**The Legal Secretary:** This post, which was created in October, 1947, includes the posts of Master, Registrar, and Sheriff of the High Court. The Legal Secretary is also local legal adviser to the Government and is responsible for deeds registration, legislative drafting, control of the Judicial and Legal Vote, and the registration of Births, Deaths, and Marriages.

**Registrar of the High Court:** During 1948, 24 trial cases, involving 85 accused persons, were heard by the High Court. Seven of these dealt with the crime known as ritual murder and involved 63 accused persons, of whom 46 were convicted and sentenced to death. Twenty-two accused persons were tried for murder (as opposed to ritual murder) and of these 2 were found guilty of murder, 14 of culpable homicide, and 1 of common assault, while 5 were found not guilty and discharged. Of the 48 persons sentenced to death, 19 were executed, 21 have either made application for leave to appeal to the Judicial Committee of the Privy Council, or have given notice of their intention to do so, 12 have had their sentences commuted to varying terms of imprisonment and 6 await the decision of the High Commissioner.

Thirty-four criminal appeals were dealt with during 1948, of these, 20 were dismissed, 12 allowed and 2 withdrawn before hearing.

One hundred and sixty-one Subordinate Court cases were reviewed by the Judge of the High Court. In two of these the conviction and sentence were set aside, and in 15 cases the sentence was amended. In the rest of these cases the convictions and sentences were confirmed.

In addition to cases subject to automatic review, summarised particulars of sentences in all Subordinate Court cases are scrutinised in the Office of the Registrar of the High Court, and where necessary, cases not ordinarily reviewable are submitted to the Judge for review.

There was very little civil work dealt with by the High Court during 1948. Ten advocates and three solicitors of the Supreme Court of South Africa were admitted to practise before the High and Subordinate Courts of the Territory.

### **Registration of Births, Deaths and Marriges:**

The Legal Secretary is responsible for the registration of births and deaths of persons other than Africans under the provisions of Proclamation No. 17 of 1947. Prior to this there was a voluntary system of registration governed by the Cape of Good Hope Act No. 20 of 1880.

During the year 1948, 29 births and 16 deaths were registered.

The Legal Secretary has also been made responsible for the registration of marriages under Proclamation No. 7 of 1911. Two thousand and fifteen marriages were registered in terms of this Proclamation during 1948, this figure included marriages by Africans but not customary unions according to Basuto custom, except where parties to such customary unions have subsequently married according to Christian rites.

### **The Judicial Commissioner:**

The Judicial Commissioner is on circuit throughout the year and during 1948 visited each District twice and some Districts three times. The total number of appeals heard by him was 402. In 170 cases the judgment of the African Courts was upheld, in 15 cases the judgment of these Courts was varied, in 66 cases the judgments were reversed, 84 cases were returned to the lower courts for re-hearing, 47 cases were struck off the roll for want of prosecution, and 20 cases dealt with miscellaneous matters. In addition the Judicial Commissioner heard thirty-one petitions in terms of Proclamation No. 16 of 1944, and of these twelve were granted.

## (2) Police:

### Administration:

The Territory is divided for police administrative purposes into five Divisions, which in turn are divided into nine Police Detachments.

The Deputy Commissioner in addition to his duties as second in command of the Force, is in command of a Division and controls the Detachment at the capital, which is his Divisional Headquarters.

A Superintendent of Police, normally stationed at Divisional Headquarters, is in charge of each of the remaining Divisions. He commands the Detachment at his Divisional Headquarters and is responsible to the Commissioner of Police for all the Police work in his sub-Division.

An Assistant Superintendent is stationed at each of the remaining Detachments contained within a Police Division. He is responsible to the Superintendent for all the Police work of his Detachment.

All non-commissioned ranks are recruited from among the Natives of the Territory.

The following shows the establishment and the actual strength of the Force as on 31st December, 1948:-

#### European Staff:

Ranks:	Establishment.	Strength.
Commissioner	1	1
Deputy Commissioner	1	1
Superintendents	3	2
Assistant Superintendents	8	9
Supernumary Assist. Superintendents		1
Overseer	1	1
Lady Clerk	1	1
	<u>15</u>	<u>16</u>

#### African Staff:-

	Establishment	Strength.
Sergeant Major.	1	1
Staff Sergeants	5	5
Sergeants	14	14
Corporals	20	17
Lance Corporals	-	6
Troopers	250	243
Saddlers	5	5
Builders	2	1
Carpenters	2	2
Plumbers	1	1
Total	<u>300</u>	<u>295</u>

### **Police Training School:**

The Police Training School is under the supervision of an Assistant Superintendent. He has a staff of one Sergeant, one Corporal instructor and one Trooper provost.

The School is accommodated at Walker's Camp on the Masèru Reserve, where suitable buildings of a permanent nature have been erected. These include a dormitory, with accommodation for forty men, and a block of buildings consisting of lecture rooms, recreation and dining rooms, canteen, kitchen, pantry and ablution rooms. Quarters for the European Officer are under construction, and funds for the erection of the African Staff quarters and stables, have been provided for in the estimates of the next financial year.

Thirty-three recruits received training during the year, and of that number twenty-four were passed out as efficient and posted to Divisions for police work, two were discharged as unsuitable and seven remained to complete their training.

### **Criminal Investigation Division and Records Bureau:**

An Assistant Superintendent of Police is in command of the Criminal Investigation Division, the fixed African Establishment of which is one Sergeant, three Corporals, and seven Troopers.

The duties of this Branch of the Force covers, inter alia :

- (i) Legal work.
- (ii) An intelligence system and collation of information to enable the Commissioner of Police to keep Government advised of the state of crime throughout the Territory.
- (iii) Responsibility to the Commissioner of Police for the final preparation of cases and the organisation of all matters relating to the Basutoland High Court, and the satisfactory presentation of Police prosecutions for the Attorney General.
- (iv) The Publication of Criminal Investigation Divisional Circulars for despatch to the various out-stations containing instructions and advice for the guidance of officers and other ranks on all subjects relating to the successful investigation of crime and the prosecution of offenders.
- (v) The collation of information connected with wanted persons, lost, found and stolen property and their publication in the appropriate Gazette and Circulars.
- (vi) Photographic Section and Fingerprint branch.

**Pioneer Section:**

A European Foreman is in charge of the Pioneer Section, the fixed Establishment of which is two trooper builders, two trooper carpenters, and one trooper plumber. This section undertakes essential repairs to Police buildings in the Territory.

**Work of the Police:****(i) Patrolling:**

Patrolling of the rural area is an important police duty and there is nothing better calculated to prevent and detect Crime. The Territory was effectively patrolled during the year. 217,189 miles were covered by 8,377 members of the rank and file on 6634 patrols which were sent out.

**(ii) Border Posts:**

There are thirty-five Border Posts manned by an average of two to three men each. Approximately one-third of the African Establishment of the Force manned these posts. They were occupied with normal police duties and work connected with Customs, collection of revenue and the importation and exportation of Cereals and Livestock.

**Crime:**

Ritual Murder was the most serious crime with which the police had to contend during the year. The incidence of this crime, which has been on the increase since 1941, assumed grave proportions during the year. The resources of the police were taxed to the utmost in dealing with the investigation of cases and the prosecution of offenders. The superstitious belief in the efficacy of medicine made from human flesh and the fact that some of the most prominent Chiefs of Basutoland were involved, were factors which rendered the successful investigation of these crimes extremely difficult.

A comparative statement showing the ritual murders reported since 1941 and the fluctuations over the past eight years is given below:-

<i>Year</i>	<i>Cases Reported</i>	<i>Increase over Previous year</i>	<i>Decrease over Previous year</i>
1941	2	2	-
1942	3	1	-
1943	4	1	-
1944	8	4	-
1945	6	-	2
1946	7	1	-
1947	6	-	1
1948	20	14	-

Three of the Twenty cases reported during 1948 were committed during the previous year. Seven cases of ritual murder were sent for trial during the year. 63 persons were involved and of these seventeen were acquitted and forty-six convicted.

There were twenty-one cases of ritual murder under investigation as on 31st December 1948. On the 4th November, 1948, a supernumary Assistant Superintendent was appointed for a period of six months to relieve the Deputy Commissioner of his routine duties to enable this officer to concentrate on investigation of serious crimes, particularly ritual murder.

The following table shows the number of convictions for various crimes and offences during the last eight years:—

<i>Nature of Crime:</i>	1941	1942	1943	1944	1945	1946	1947	1948
<i>In Magisterial Courts</i>								
Offences against Person	166	320	237	259	298	485	476	490
Offences against property	230	324	277	314	433	594	416	558
Offences against Liquor Laws	42	20	28	26	44	61	81	66
Other Crimes	871	739	830	697	824	834	984	1012
<i>In Superior Courts.</i>								
Murder	4	12	7	22	5	8	35	48
Culpable Homicide	11	14	—	11	12	21	31	14
Attempted Murder	1	1	—	4	2	—	3	—
Rape	—	—	—	—	2	4	—	—
Other offences against Person	1	3	—	4	—	8	6	1
Offences against Property with violence to Person.	—	—	—	—	—	—	—	—
Other Offences against Property	—	1	—	—	—	—	4	—
Public Violence	—	—	—	—	—	—	—	—
Other Crimes	—	5	—	—	—	—	1	—
	1325	1439	1379	1337	1620	2015	2037	2189

The figures for the years 1946 to 1948 show an increase in comparison with the number of convictions obtained during the previous five years.

This increase is attributed to the following factors:—

- (a) Approximately 20,000 Basuto left the Territory on active service. They received good pay and their dependents, regular allowances. The free circulation of money tended to remove the causes of theft and kindred offences. The absence of a comparatively large number of young male inhabitants from Basutoland contributed towards the reduction in the incidence of crime.
- (b) A large proportion of trained African rank and file and European Officers of the Basutoland Mounted Police were on active service. During this period the African other ranks were replaced by temporary personnel. In the circumstances, the lack of adequate European supervision and the shortage of trained police adversely affected the proper functioning of the Force.  
The increase of crime during the year 1946 - 1948 may therefore, be attributed to: -
  - (a) The return of the members of the services to civilian occupation in the Territory.
  - (b) The cessation of service pay and allowances.
  - (c) The high cost of living and scarcity of essential commodities, and
  - (d) The re-organisation and bringing up to strength of the Force with resulting increase in Police activity.

### (3.) Prisons:

The authorised establishment of the Basutoland Prison Service is as follows: -

#### **European.**

Superintendent of Prisons.	1.
Senior Gaolers.	2.
	<u>3.</u>

**African.**

Gaolers Class I	9
Gaolers Class II	2
Gaoler Clerk	1
Clerk	1
Technical Instructors	2
Warders	62
Female Gaoler	1
Female Warders	3

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There are nine prisons in the Territory. Building has begun on a new Central Prison at Maseru. The main prison will be a single building in the form of a cross. The outer walls are of stone and the inner walls of brick finished with cement plaster. The first wing should be completed and occupied during the early part of 1949.

The total number of persons committed to prison during the year was 3,607 of whom 2,154 were convicted. The total daily average population was 695, which shows an increase of 18 per cent on the previous year. Comparative figures for 1947 were total committed 2,885, convicted 1,805 and total daily average population 587.

Recidivism showed a decrease from the previous year. The number of persons returning to prison during the year were 299, which represents 8 per cent of the total commitments to penal imprisonment, as compared with 21 per cent in 1947.

**Women Prisoners:**

Women prisoners, except those serving very short sentences, are always transferred to Maseru.

There is a small female staff at Maseru consisting of one Female Gaoler and three Female Warders.

In smaller prisons women who are on remand or serving short sentences are supervised by temporary female warders.

The Women prisoners at Maseru are employed in laundry work and cleaning at the Government Hospital, light work in the prison garden, and repairing clothing and making female clothing.

The Female Gaoler gives instruction in elementary hygiene and several women have been taught to read and write. It is hoped soon to start proper classes for all women serving long sentences.

## **Spiritual Welfare:**

There are no chaplains attached to the prisons but Ministers of all denominations are allowed and encouraged to visit the prisons and hold services or talk with prisoners on matters affecting their spiritual welfare.

## **Health and Diet:**

The general health of prisoners throughout the year has been good. There were 149 admissions to hospital and 5 deaths excluding judicial hangings.

There are no Medical Officers appointed to prisons, but the Government Medical Officer of each station is required to see all admissions and sick prisoners at the Government dispensary. He also inspects the prison and sees all inmates weekly.

There are no hospitals or sick bays in any of the prisons, but prisoners requiring hospital treatment are admitted to the local Government hospital. It has not been possible to make special provision for prisoners in any of the hospitals; they occupy beds in the ordinary wards and are guarded day and night by warders. In the new Central Prison a small hospital will be built.

## **Labour:**

Prison labour is used for various works of a public nature including stone quarrying and minor building repairs, gravel quarrying and road repairs, sanitary work, loading and unloading Government Stores, hedge clipping, cleaning and gardening at hospitals. Each prison has a garden and supplies as many vegetables as possible for use in the prison.

At Maseru there are several prison industries, the chief being gardening. For many months the prison garden supplied all the vegetables needs, not only of the prison, but also of the Government Hospital, Discharged Soldiers Hospital, Leper Settlement, and other prisons. During the year approximately 95,000 lbs. of vegetables were produced.

The tailoring industry, which is still in its infancy, repairs uniforms and prisoners clothing for the whole of the Territory. Recently several uniforms for both male and female warders have been manufactured, also many articles of prisoners clothing. It is intended in the near future to manufacture all clothing in the prisons instead of buying the articles ready made. This section has also

manufactured wind socks for the local aerodrome.

Several prisoners are now quite proficient shoe repairers and several articles of leather equipment have also been produced, including waist belts, revolver holsters, and electric lamp cases.

Stone quarrying is the oldest of prison industries, but this has now been extended to include building, and the stone which is being quarried and dressed is now being used in the building of the new Central Prison mentioned earlier. Brick making is a new industry and good quality bricks are now being produced in increasing quantities.

Another recent acquisition to the Service is a Warder Carpenter who is training a few prisoners in the use of wood working tools. At present work is concentrated on the joinery of the new prison; doors and door-frames are being made, and this warder and his party will be responsible for the erection of the roof.

The Blacksmith Warder teaches prisoners to sharpen tools for the masons and to manufacture new ones. A few tools have also been made for the Public Works Department during the year.

About £350 has been paid into revenue from Prison Industries during the year.

Provision is made in the regulations for certain classes of prisoners to be employed on public works outside the prisons. Although few prisoners are treated in this manner the scheme has proved successful where it has been tried.

### Discipline:

Discipline remained fairly good throughout the year; 15 prisoners escaped from custody, five from the hospital, and 10 were recaptured. Comparative figures for the previous years were 20 and 13 respectively of whom six escaped from the hospital.

All executions are carried out at Maseru Prison.

On 31st December 1947, there were 18 prisoners in custody under sentence of death. There have been 48 sentenced to death during 1948. The outcome of the cases were as follows. -

Executed	19
Sentence commuted to imprisonment	13
Cases awaiting confirmation	7
Cases under appeal	27
Total	<u>66</u>

## Chapter X: Public Utilities and Public Works.

### Water:

The Water Supplies in Maseru and other District centres are owned and operated by Government. Its Institutions, Hospitals, Gaols, Police Camps and its African and European staff represent by far the largest consumers.

For the last few years, particularly in Maseru, the water supply has been inadequate. This was particularly noticeable in the last three months of the year when a serious drought stopped the flow of the Caledon River entirely for short periods. In Maseru householders were asked to economise in the use of water and the watering of gardens was prohibited.

A Water supply scheme financed from Colonial Development and Welfare funds was approved in 1946 which when completed will safeguard against the critical situations mentioned above. The existing storage capacity of the reservoirs will be increased from 498,000 gallons, enough for five days normal summer requirements, to approximately 4,000,000 gallons. In addition improvements will be carried out to the existing spring water supply and the pipe distribution system. A new pumping station, sedimentation, filtration and chlorination plants will be erected at the Caledon River.

During the year the work on this scheme continued satisfactorily. Except for the storage and the new service reservoirs, the concrete work has been completed and about one third of the new pipe lines has been paid.

Water supplies at District centres are also being improved. The reservoir at Butha Buthe was completed during the year and a reticulation survey was carried out at Leribe.

In the villages, where springs are the normal source of supply, the usual maintenance work was carried out by Government.

Most of the trading stores in the interior also rely on springs for their water supplies.

### Electricity:

The only Electricity Supply undertaking in the Territory is at Maseru. It supplies electricity to the township and the Leper Settlement four miles distant and until March 1948 was owned and operated under a fifteen year concession by the firm of Reunert and Lenz, Engineers of Johannesburg.

This firm did not exercise the option to continue the concession and Government has now purchased the Power Station and distribution lines. Steps are being taken to establish a much larger Power Station, the operation of which will be controlled by a Public Utility Board. Until this is established, however, the electricity supply is being managed by Reunert and Lenz under a new short term agreement.

## Chapter XI: Communications and Transport.

### Railways:

The Territory is linked with the Railway system of the Union of South Africa by a short line from Maseru to Marseilles, on the Bloemfontein-Natal main line. From this junction it is possible to proceed by rail direct either to Bloemfontein or Bethlehem, and from these junctions respectively to the cities of Cape Town and Johannesburg, and to Durban. One mile of the line is in Basutoland. The railway does not at any other point enter Basutoland, but runs along the boundaries of the Territory and goods are transported by road to and from nearest railway station across the border.

The Road Motor Transport Department of the South African Railways runs regular services between Fouriesburg and Butha Buthe, Zastron and Quthing, Zastron and Mohale's Hoek, Quthing and Seapala.

### Roads:

The greater part of Basutoland is very mountainous and in this area all transport is effected by the use of pack animals.

On the Western side of Basutoland there is a strip of Agricultural country from north to South in which a fairly good road system has been developed. The main roads traverse the whole of this area, with branches leading west to the principal points of exit. Nearly all the roads are gravelled and carry motor and ox-wagon traffic in all weather. There are, however, a number of unbridged rivers and streams which, during flood periods, may delay travellers for some hours.

From the main roads a number of feeder roads lead towards the interior. By-roads to trading centres and missions start from these feeder roads and penetrate still further into the interior. Although several roads now cross

the first range of mountains, none has yet reached the second range. Feeder roads are maintained by the Government, and during this year a certain amount of gravelling has been carried out and particular care taken to improve drainage at the same time.

The by-roads are maintained by traders and others to whose stations they lead, and annual Government grants are made towards their upkeep.

On the eastern side of Basutoland, in the Qacha's Nek district, a short road system, similar to that described above, exists and the standard reached is much the same as that of the western side of the Territory.

During the year three Low-Level bridges have been completed and the construction of new roads in connection with the extension of housing in Maseru has continued.

The Natal Roads Department completed a survey of Mohlesi Pass on the eastern border of the Territory but have not yet agreed to undertake the construction of their section of a road up this Pass which would link Mokhotlong with the Natal road system.

Except in the Qacha's Nek District all ox drawn transport has been replaced with mechanical transport and light maintenance power graders. In addition one heavy and one medium grader have been purchased for new construction and reconstruction of existing roads.

### **Bridle Paths:**

During the year a new path has been started to connect the Mosalimani main path to Bokong Store near the junction of the Bokong and Malibamatšo Rivers.

As a result of the successful Jeep trial held in the Mokhotlong area, already described in Part I of this Report, the bridle path between Mokhotlong and Sani Pass is to be so improved that a Jeep can use it regularly for transport.

### **Aviation:**

There are only two recognised aerodromes in Basutoland and these are for the lightest types of aircraft. They are at Maseru the capital, and Mokhotlong, the District Headquarters in the Drakensburg mountains.

### **Postal Communication:**

The serious depletion of competent Post Office staff owing to retirements and resignations is still being felt, but it is hoped that the position will become easier in the near future.

One valuable acquisition was a Communications Technician who has been seconded from the Union Postal Service. The appointment of this officer may greatly improve the maintenance and efficiency of the telegraph and telephone communications in the Territory.

An increase in the mail traffic, particularly C. O. D. parcels, has been most noticeable during the year. Two new post offices have been built, one at Leribe and the other at Roma. Roma has also been connected to Maseru by telephone an essential and most welcome service to the big Roman Catholic Mission and the Traders in that area.

### **Telephones:**

There is a big demand for new services in the Territory, but owing to shortages and the enormous increase in the cost of material a very limited number was completed during the year.

### **Radio:**

Permanent transmitting and receiving sets have now been installed at Maseru and Mokhotlong on a fixed frequency and the service is open to public traffic. It is hoped to install a small transmitting and receiving set at Qacha's Nek to operate in conjunction with Maseru and Mokhotlong in the near future.

## PART III

### Chapter I: Geography and Climate.

#### (A) Physical Characteristics.

The Colony of Basutoland is an enclave within the Union of South Africa, its boundaries running with those of Natal Province to the East, Cape Province to the South, and the Orange Free State to the North and West. It lies between latitudes  $28^{\circ} 35'$  and  $30^{\circ} 40'$  South and longitudes  $27^{\circ}$  and  $29^{\circ} 30'$  east. It comprises an area of 11,716 square miles of which about one quarter in the west is lowland country varying in height above sea level from 5,000 to 6,000 feet, the remaining three-quarters being highlands rising to a height of 11,000 feet in the Drakensburg Range, which forms the Eastern boundary with Natal. The mountain ranges run from North to South and those in the central area, named the Maluti, are spurs of the main Drakensburg Range which they join in the North forming a high plateau varying in height from 9,000 to 10,500 feet. It is this area, where some of the largest rivers of the Union, the Orange, the Caledon and the Tugela, have their sources, that has caused Basutoland to be called the "sponge" of South Africa.

The soils in the mountain area of basaltic origin, and those in the lowlands are derived mainly from the underlying cave sandstone. In the lowlands the soil has been cropped continuously for upwards of 80 years. Due to the absence of fuel practically all of the cattle manure is burnt, so that little or no organic matter is returned to the land: thus with the increasing population, both human and livestock, excessive demands have been made on the soil which has lost its structure and has become subject to serious erosion. The soils in the mountains have been brought into cultivation comparatively recently and are rich, though shallow. Owing to uncontrolled grazing the areas situated above the arable land have, in many places, been denuded of the grass cover, and the rush of surface water from those denuded areas is causing serious gully erosion on the arable land situated below.

#### (B) Climate and Rainfall.

Rainfall is variable and averages approximately 28 inches a year over most of the country. Most of it falls in the months from October to April, but there is normally no

month which has less than half an inch. This means there are practically never any serious droughts and it also accounts for the large number of perennial streams. Unfortunately river discharge statistics show that most of this water is lost to Basutoland in the form of run-off. The deciding factors from an agricultural point of view are whether the rain comes at intervals suited to the growth of the staple crops and whether it comes in the form of short and heavy storms, running to waste and eroding the soil, or in steady, soaking showers. In the lowlands the temperatures vary from a maximum of 90 degrees or more in summer to a minimum that rarely drops below 20 degrees in winter: in the highlands the range is much wider and temperatures below zero are by no means unknown.

## Chapter II : Early History.

The Basuto as a nation did not come into prominence until 1818, when Moshesh, a minor chief of the Bakwena tribe in North Basutoland, gathered together the remnants of the various clans that had been scattered by the raids of the Zulu and Matebele.

The new nation went through many vicissitudes of fortune, first with the emigrant Boers of the Great Trek, and then with the British under General Cathcart in 1852. From 1856 until 1868 there was a series of wars with the Orange Free State burghers, and, being hard pressed and having lost a large portion of his country (now known as "the Conquered Territory"), Moshesh sought the protection of the British Government. This was granted and carried into effect by Sir Philip Wodehouse, the Governor of the Cape, by a Proclamation dated the 12th March, 1868.

It is interesting that, although Moshesh asked for British protection, the Basuto were received as British subjects and not as protected subjects by the Proclamation of 1868, part of which reads:—

"Now therefore, I do hereby proclaim and declare that from and after publication hereof the said tribe of Basuto shall be taken to be British subjects, and the territory of the said tribe shall be taken to be British territory."

The country remained in a very unsettled condition until it was annexed to the Cape Colony by an Act of the Cape Legislature, No. 12 of 1871. The Act expressly declared that the territory was not to be subject to the general laws of the Colony, and gave the Governor power to legislate for it by proclamation and to extend to it by

proclamation any Cape Act not otherwise in force therein.

The people never took kindly to the Cape Colonial rule, and after various disturbances the Government of the Cape, in 1880, extended to Basutoland the provisions of the Cape Peace Preservation Act of 1878, which included a clause for the general disarmament of the Basuto. They refused to accept the terms and, after a war lasting nearly a year, an agreement was arrived at under which the Act was repealed and certain fines were paid by the tribe.

Although outwardly peace was restored, there still remained several chiefs who would not submit, and it was eventually decided by the Government of Cape Colony to hand over the administration to the Imperial Government. This was effected by Order in Council of 2nd February, 1884, which was proclaimed and brought into force by Proclamation No. 75A of 18th March, 1884. This Proclamation defined the boundaries of the Territory and restored it to the direct control of the Queen through Her Majesty's High Commissioner for South Africa.

### Chapter III: Administration.

#### (A) Constitutional and Administrative.

The Territory is governed by a Resident Commissioner under the direction of the High Commissioner for Basutoland, the Bechuanaland Protectorate and Swaziland, the latter possessing legislative authority, which is exercised by proclamation promulgated in the official gazette. Until 1931 the office of the High Commissioner was held by the Governor-General of the Union of South Africa, but with the close of the Earl of Athlone's period of office the two posts were separated.

The executive posts of the Government, other than those of the Resident Commissioner and Government Secretary, are held by Heads of Departments and District Officers who are responsible to the Resident Commissioner for the good order and administration of their respective spheres. For administrative purposes the country is divided into nine districts under District Commissioners: Butha Buthe, Leribe, Teyateyaneng, Maseru (the Capital), Mafeteng, Mohale's Hoek, Quthing, Qacha's Nek and the mountain station of Mokhotlong. These districts are divided into chiefdoms and sub-chiefdoms presided over by the hereditary chiefs and sub-chiefs allied to the Moshesh family who are responsible to the Paramount Chief in all matters relating to native law and custom.

Heads of Departments are the Financial Secretary, Director of Medical Services, Director of Livestock and Agricultural Services, Director of Education, Director of Public works, and the Commissioner of Police. In 1947 the Prisons Department was separated from the Police and is now under the control of a Superintendent of Prisons.

In addition a Judicial Commissioner was appointed in 1943 to deal with civil and criminal appeals from the Paramount chief's Court, and a Registrar and Master of the High Court was appointed in 1944. A Welfare Officer was also appointed in 1944 to look after the interests of soldiers and returned soldiers. His duties are now more comprehensive and are fully described in Chapter VII Social Services, (4) Social Welfare.

### **(B) Native Administration.**

Basutoland is an African Territory without European Settlers or landowners and is governed under the system of "Indirect rule." The Basuto owe allegiance to a single Paramount Chief under whom is a hierarchy of Chiefs and Headmen, a number of whom trace their descent to Moshesh (1785 - 1870), the founder of the Basuto nation, and are styled "The Sons of Moshesh". This feudal Aristocracy claimed and exercised considerable powers and privileges. An Advisory body known as the Basutoland Council, constituted by Proclamation in 1910, consisting of the Resident Commissioner as President, the Paramount Chief and 99 Basuto members, 94 of whom are nominated by the Paramount Chief and five by the Resident Commissioner, meets once a year to discuss matters affecting the domestic affairs of the Nation and to express its opinion on any draft laws and Proclamations that may be laid before it by the President. Until such time as Basutoland has its own legislative Council, it is the policy of the Government to consult the Paramount Chief and the Basutoland Council before Proclamations closely affecting the domestic affairs and welfare of the Basuto people or the progress and development of the Basuto Native Administration are enacted.

In recent years developments of some political importance have taken place. In 1938 a Native Administration and Native Courts Proclamation were promulgated. The former recognised the Paramount Chief and his subordinate Chiefs as an integral part of the Government of the Territory, defined their powers and vested them with legal authority, while the latter extended similar recognition to the Basuto Courts and defined and extended their jurisdiction. Further developments were delayed by the outbreak

of war until in accordance with resolutions passed at the 1943 Session of the Basutoland Council a District Council was established as an advisory and consultative body in each of the nine districts into which the country is divided for administrative purposes. These District Councils give the people a voice in the management of local and national affairs. The majority of the members are elected by popular vote at local Pitsos (assemblies) and two to five members of the Basutoland Council, resident in each District are nominated by the Paramount Chief to sit as District Councillors. These District Councils meet once a year shortly before the Session of the Basutoland Council, and elect members who are nominated by the Paramount Chief for appointment as members of the Basutoland Council. At first each District Council elected one member only making a total of 9 members for the whole Territory. The number was increased to two members per district, making a total of 18 for the Territory in 1948, and members of both the Basutoland and District Councils now hold office for three years. In addition both in the Basutoland Council and the District Councils, provision was made for the election of members to represent important sectional bodies such as the Agricultural association, the Progressive Association, Teachers' association, the Basuto Ex-servicemen and the Basuto Traders. The effect of this has been the election of about 24 members of the Basutoland Council by popular vote, which constitutes an important step towards placing the Native Administration on a more representative basis and so more suited to modern conditions and ideas. As a means whereby the Basutoland Council could be consulted when not in session, a Standing Committee, consisting of five of its own members elected by Council was established and to this committee, whose discussions are attended by the Resident Commissioner and the Paramount Chief, all important questions are referred when Council is in recess. At the 44th Session of the Basutoland Council in 1948 it was recommended that three permanent advisers to the Paramount Chief should be elected by Council and effect has recently been given to this Resolution, it being left to the Paramount Chief to choose her three advisers from a panel of eighteen elected by Council.

A further necessary step in the development of the Native Administration, the establishment of a Basuto National Treasury, was taken in 1946. At the end of 1942 a Committee consisting mainly of Basuto was appointed to work out a scheme for the establishment of a National Treasury, and its proposals were published in a booklet which was

widely distributed throughout the Territory. The proposals put forward were not confined to the establishment of a National Treasury, but included the reorganisation of the Basuto Courts, entailing a reduction in their number from over 1,300 to about 130. During the year this number was further reduced to 107.

It was also recommended that the long established practice of Chiefs and others being remunerated by "eating" the fines their courts imposed, and by the proceeds of the sale of unclaimed stray stock, which had led to abuse, should be abolished and that in its place Chiefs and others engaged in carrying out the administrative, judicial and fiscal duties which are now undertaken by the Native Administration should be paid fixed allowances or salaries by the National Treasury into which would be paid all court fines and fees and the proceeds of the sale of stray stock. These proposals were accepted by the Paramount Chief on the recommendation of the Basutoland Council in 1945.

The political and administrative reforms set out in the preceding paragraphs are regarded as essential preliminaries to undertaking any comprehensive scheme of development, if plans are to be carried out efficiently and economically with the good will and co-operation of the Native Authorities and the people, and if the social and economic advance made is to be of lasting value to the life of the community.

## Chapter IV: Weights and Measures.

The weights and measures in common use in the Territory are the British Imperial.

The Cape Act of 1858 which defines the standard of weights and measures according to the English Act of 1824 still applies in Basutoland in terms of Proclamation No.4 of 1904.

## Chapter V: Newspapers and Periodicals.

Several papers are published in the Territory in Sesuto these are "Mochochonono", "Moeletsi - oa - Basotho" and "Leselinyana". The first is published by the Bantu Press Ltd. and the other two are Mission Papers. They are weekly publications.

In addition to these there is the newspaper "Mphatlalatsane" which is published by the Bantu Press in Johannesburg mainly for the interest of the Basuto Community living there. It is also distributed in Basutoland. A page

of this paper is reserved by the Basutoland Administration and is used for the publication of items of special interest that have occurred in Basutoland and for propaganda work. Slip copies of special articles, particularly on Agricultural, Medical and Educational subjects, are obtained in bulk and distributed throughout the Territory in Sesuto.

The only English newspaper which is published locally is the Basutoland News, a weekly publication which deals mainly with the interests of the European Community.

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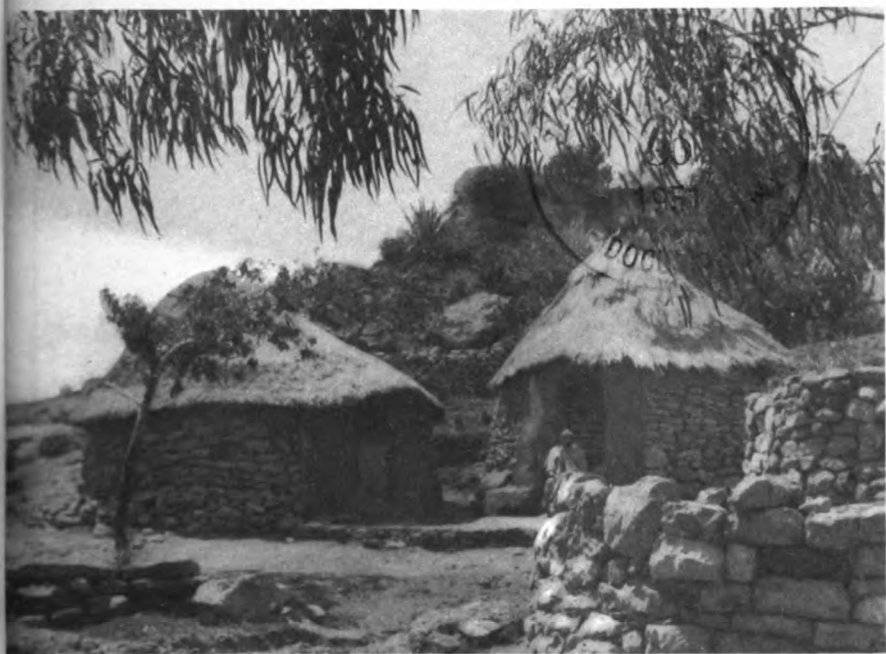
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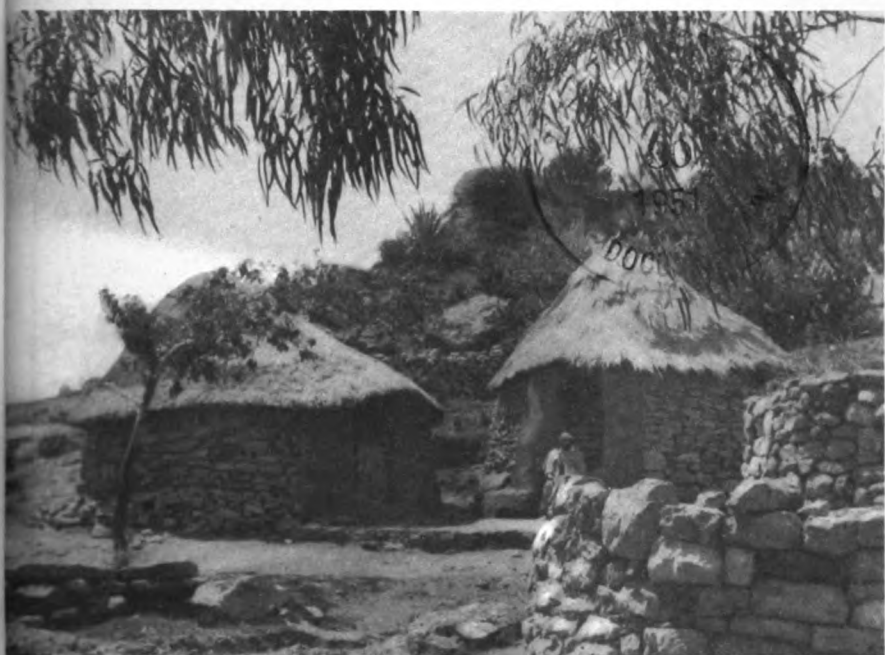
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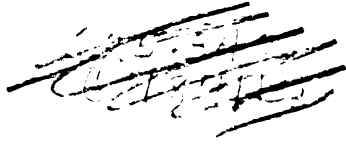
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PHOTOGRAPHS, by J. Walton and P. W. Wilhelm between 32-33

MAP OF BASUTOLAND



# **PART I**

## **REVIEW OF THE MAIN EVENTS OF THE YEAR 1949**

### **CHAPTER ONE**

#### **FINANCIAL AND ECONOMIC POSITION**

1949 has been a year of economic adversity. There was a serious drought during the 1948-49 growing season and the total agricultural production for the year was estimated at only 158,000 bags as compared with 1,700,000 bags in 1948. Thousands of livestock died in the winter of 1949, the grazing being very poor as a result of the drought. To appreciate how serious the situation was it must be realized that agricultural produce and livestock are almost the only source of wealth within Basutoland. There are no industries and a recent geological report has disclosed that there is no potential source of mineral wealth in the Territory.

The economic difficulties which still exist in the United Kingdom and which are now affecting conditions in South Africa have indirectly had a most serious effect on the finances of the Territory. In terms of a long standing agreement between Basutoland and the Union of South Africa 88.575 per cent of the total Customs Import Duty collected in the Union is credited to the Basutoland Government. It was clear, therefore, when Import Control was introduced in the Union of South Africa that Basutoland's share of the total Customs Import Duty would be considerably less than that received in former years. Departmental expenditure was accordingly severely cut, 42 European posts being abolished and a large part of the Public Works Department building programme being abandoned. Fortunately, however, it was found later that revenue from Income Tax and Native Tax would exceed the original estimates and that, after allowing for the profit on the sale of Universal Postal Union Commemorative Stamps and the increase in the collection of Wool and Mohair Export Duty due to the rate being raised, the revised deficit would be little more than that allowed for in the Estimates.

The accumulated surplus balance at 31st March, 1949, was approximately £535,500.

It had been estimated that there would be a deficit of some £63,000 for the year ending 31st March, 1949, but as a result of certain savings on ordinary expenditure and the increase in all items of Revenue the actual deficit was only £9,000.

The estimates for the financial year 1949-50 also allowed for a deficit of some £46,000, and it is expected for the reasons given above that the actual deficit will slightly exceed this estimate.

It was inevitable that Expenditure should exceed Revenue during these years when essential expenditure was being made on capital works and on the general development of the Territory. It was also necessary to supply deficiencies which could not be made up during the war years.

#### AGRICULTURE

All possible action was taken to alleviate the food shortage which followed the drought. Fortunately much of the excellent maize crop which was reaped in the previous year had been stored in the Territory and 14,500 bags of maize which had been intended for export to the Bechuanaland Protectorate were returned to Basutoland. The Maize Industry Control Board of the Union of South Africa also allowed the import into Basutoland of 288,000 bags of maize grown in the Union.

The Basuto in the lowlands were encouraged to sow much more winter wheat than is their custom to provide a supply of grain on which they could rely if other supplies failed.

The building of grain storage tanks has continued, the ultimate aim being to store sufficient grain in the Territory to meet all requirements in a year of scarcity. Storage for 9,600 bags has already been completed and tanks are now being built to store a further 24,300 bags.

Economic progress in Basutoland is bound up with improved methods of agriculture, and there can be no doubt that the basic needs of the Territory are the conservation of the soil and the improvement of its fertility. Work was carried out during the year on soil conservation, the control of grazing, crop improvement, the manuring of lands, tree planting, the improvement of stock, the marketing of wool, and other measures designed to increase the prosperity of the Basuto peasant. A full account of this work is given in Chapter II.

Flock owners received good prices for their wool throughout the year. The policy of wool improvement embarked on by Government in 1936 has proved fully justified and Basutoland wool—particularly Government-classed wool—has a ready sale at the coast at prices far higher than those received before the improvement scheme was started. The export duty on wool and mohair has now been raised from  $\frac{1}{2}d.$  to  $1d.$  in order that further developments may be made in the interests of sheep and goat owners.

An Agricultural Survey was started towards the end of the year. Reliable basic information is being obtained on which the future policy of land utilization will be based.

The Leper Settlement farm will now be used as an experimental station and demonstration farm in addition to providing food for the lepers.

## CO-OPERATIVE SOCIETIES

In January, 1948, an administrative officer was appointed as Registrar of Co-operative Societies after a co-operative training course in the United Kingdom. In an agricultural country such as Basutoland it is both natural and desirable that co-operation should play its due part in helping the peasant farmer to develop his resources.

Development during the year under review was at first concentrated on forming wool and mohair marketing societies to sell members' wool and mohair at the coast. Six societies of this type were registered, and all of these have had a very successful first season. These societies also sell skins and hides on behalf of members and purchase agricultural requisites and other things cheaply.

There has been a large demand for consumer co-operation and in response to this consumers' clubs have been formed which make bulk purchases on members' behalf to enable them to get their household requirements cheaply. Fourteen such societies have already been registered and others await registration. The formation of co-operative agricultural societies has been encouraged and four societies were registered during the year.

## NATIVE ADMINISTRATION

A number of important developments took place during the year. At the 44th Session of the Basutoland Council a resolution was passed that a tax of 1s. should be imposed on all tax-payers to make possible the commutation of free services to the Chiefs. This proposal was accepted by the Resident Commissioner and Paramount Chief and it was also agreed that the tax should be imposed as a local rate by the Paramount Chief as head of the Native Administration and all collections should be paid direct into the National Treasury. Amending legislation has been enacted empowering the Paramount Chief with the concurrence of the Basutoland Council to impose local rates and it is probable that in future this power will prove a valuable instrument in furthering the progress of the Native Administration. With regard to the allocation of the proceeds of the rate, the opportunity is being taken to delegate limited financial responsibility to local authorities with the object of strengthening local interest and initiative. The proceeds of the rate will be devoted to compensating the Paramount Chief and other leading Chiefs for the loss of their free services, to the building of Native Courts and offices, the payment of messengers sent on administrative duties by the Chiefs, and other services which were previously carried out by forced unpaid labour but which will now become a charge on National Treasury Funds.

The appointment of three permanent Advisers to the Paramount Chief has proved to be of great value. In addition to their duties in connexion with routine administration at Maseru the Advisers have made frequent trips to the districts. In the early part of the year the

Paramount Chief herself made a tour of the Territory to address the people on the subject of "ritual" (medicine) murder. In a highly centralized Native Administration such as exists in Basutoland these visits are of value.

The policy of devolving more responsibility on to the Native Authority with a view to enlisting its interest and necessary support in measures of agricultural improvement has been followed with fairly promising results. The Chiefs now take a more active share in controlling the importation of livestock and in ensuring that the cattle imported into any area are not in excess of its grazing capacity. In the cattle post areas of certain wards a simple method for the control of grazing, based on the four points of the compass, is being introduced by the Paramount Chief and other Chiefs. Further executive responsibility is shortly to be entrusted to the Paramount Chief and to the Principal and Ward Chiefs in regard to the maintenance of soil conservation works.

On the 1st April, 1949, responsibility for the upkeep of bridle paths was handed over to the Native Administration for a trial period of three years. Preliminary reports indicate that a good standard of work has been maintained and that the paths are in good condition.

A further constitutional advance has resulted from a resolution passed at the 45th Session of the Basutoland Council that the elected element in the Council should be increased. It has now been agreed that the number of representatives elected by District Councils should be increased from two to four per district, making a total of 36 District Council members. Together with the six members elected by sectional bodies this will result in an increase in the elected element to 42. Of the remaining 57 members, 52 will continue to be nominated by the Paramount Chief and five by the Government. This decision, which had the almost unanimous support of the Council as at present constituted, indicates a progressive spirit on the part of the Paramount Chief and Chiefs and a realisation that the introduction of a larger element of educated commoners will strengthen the Council not only as an organ of local government but also as the principal advisory body to the Government.

#### NATIVE COURTS

At the 45th Session of the Basutoland Council the view was clearly expressed that the reorganized Native Courts have proved to be superior to the old courts. At the same time it was recognized that in many respects there is room for further improvement and it was recommended that a committee should be appointed to report on reforms which are considered advisable. This resolution was accepted by the Resident Commissioner and Paramount Chief and data and recommendations are now being accumulated for consideration by the Committee. It is proposed that a Registrar of the Native Courts should be appointed in the near future for duty at Matsieng to supervise the administrative work in connexion with the running of the courts throughout the Territory.

## RITUAL MURDER

Five cases were reported during the year of the savage and brutal crime known as ritual murder, as compared with twenty cases reported in 1948. "Medicine-horn" or simply "medicine" murder is, perhaps, a less misleading term, as parts of the flesh and blood of the victim are used to fill a medicine horn. The belief is still widespread amongst the Basuto that this "medicine" can be used to further the designs of the person on whose behalf the victim was murdered.

During the year Mr. G. I. Jones, an anthropologist from Cambridge University, was appointed by the Secretary of State for Commonwealth Relations as a Commission to investigate the causes of this crime. Mr. Jones spent several months in Basutoland, during which time he toured the Territory extensively, examined the relevant records, and interviewed members of the Service, missionaries, traders, and any Mosuto who wished to give evidence before him.

Two of the most senior chiefs in Basutoland, who had been convicted of ritual murder, were hanged in August after their Appeal had been dismissed by the Judicial Committee of the Privy Council. It is hoped that these executions will have had a deterrent effect on any who may, in spite of the many warnings from Government and from the Paramount Chief, have contemplated the commission of this horrible crime. X

In accordance with a resolution passed in the Basutoland Council eight additional police posts are being built in the mountains and the police establishment is being increased, in order to combat ritual murder and stock theft.

## EDUCATION

It was necessary to reduce the expenditure of all Departments when the Revenues of the Territory dropped after the introduction of import control in the Union of South Africa. The Education Vote was, accordingly, reduced by £12,000. It is a measure of the interest shown by the Basuto in education that of all the economies which appeared necessary the one which occasioned most comment was the proposed reduction in grants-in-aid of education. Fortunately the financial position improved slightly before the end of the year and it was possible to cancel the notices of retrenchment which had already been sent to 143 unqualified teachers.

The school roll has increased by nearly 4,000 since 1948. As a result of this increase in numbers many schools are overcrowded. The "Shift System" recommended by the Central Advisory Board on Education, whereby children in Standards I-III attend in the morning and those in the Grades in the afternoon, has been introduced successfully in a limited number of schools. In accordance with the wishes of the Basutoland Council the system is only introduced where parents and teachers agree. Unfortunately in many schools it has not been possible so far to overcome the widespread prejudice against the system.

Two more Form A classes were opened at mission centres at the beginning of the year, one in the lowlands and one in the mountains.

A sub-committee appointed by the Paramount Chief investigated the work of the Home Industries Organization during the year as it had become apparent that, although work was proceeding steadily, the cost of the Organization was out of proportion to the revenue received from the sale of articles made. As a result of the sub-committee's report, four small centres which had received little support from the people were closed down at the end of the year, and various changes in organization will be effected in 1950.

Four selected students are at present in England undergoing further training. These men have been granted bursaries and it is hoped that on their return to Basutoland they will, after the necessary period of probation, occupy responsible positions in the Education Department. Five bursaries for Fort Hare and two for Witwatersrand University were also awarded during the year.

#### MEDICAL

The year under review has been a busy one and the Medical staff have been kept fully occupied. The number of patients attending Government hospitals to-day is almost double what it was ten years ago, and the numbers are increasing yearly.

At the Leper Settlement very encouraging results have been obtained from the use of sulphetrone, a new leprosy treatment which is showing great promise.

The new hospital and dispensary at Teyateyaneng are now almost completed. The building of a new medical centre at Phamong has been started, and plans are in hand for the establishment of two rural nursing centres.

#### WELFARE

The work of the Welfare Officer has continued to be concerned primarily with the welfare of ex-soldiers and their dependants through the medium of the Pensions Board and the Basuto Soldiers' Benefit Fund. Certain improvements in pension rates have been approved with effect from the 1st April, 1948. These include increased allowances for children of disabled ex-soldiers and of deceased soldiers, gratuities to widows on re-marriage, and pensions to widows and children of ex-soldiers who die from non-pensionable disabilities, provided their pensionable disability was at least 40 per cent.

A Community Hall is being built at each district headquarters to provide a centre for the social life of the African community. The Community Hall which was opened in Maseru in 1948 has been in constant use throughout the year. Many educational, dramatic, musical, and social functions have been held there, and a Youth Club has been formed by the local Africans entirely by their own initiative and efforts.

## POLICE

201,135 miles were covered in patrolling rural areas. 93·1 per cent of the serious crimes investigated were disposed of satisfactorily.

53 recruits were passed out from the Police Training School as efficient and posted to divisions for police work.

There was an apparent increase in crimes of a serious nature, but it is not yet possible to say whether there was a real increase, or whether, owing to the greater efficiency of the police force, which has now been re-organized, more crime was detected and dealt with than formerly.

## PRISONS

A new Central Prison is being built at Maseru entirely by prison labour. The first wing is now almost complete and is housing the prisoners who are working on the building.

Several prison industries have been started, whereby, in addition to performing useful work, prisoners learn trades which will be useful to them after their release from prison. These industries include gardening, tailoring, leather work, shoe repairing, stone quarrying and cutting, brick making, woodwork and ironwork.

## NATIONAL TREASURY

The Basuto National Treasury completed the third year of its existence on 31st March, 1949.

The following is a summary of its Revenue and Expenditure for the financial year :

<i>Revenue</i>		<i>Expenditure</i>	
I. Share of Basuto Tax	£78,430	A. Administration	£100,763
II. Court Receipts :		B. Development	14,457
(i) Fines	27,018	C. Capital Works	2,322
(ii) Fees	7,541		
III. Sale of Stray Stock	3,765		
IV. Home Industries	6,625		
V. Other Receipts :			
(i) Miscellaneous	676	Balance	7,844
(ii) Interest	1,331		
	<u>£125,386</u>		<u>£125,386</u>

There was a surplus of £7,844 for the year and the accumulated surplus balance at the 31st March, 1949, was £23,079. These figures show that after three years' working the Treasury is in a sound financial position.

## CHAPTER II

### DEVELOPMENT SCHEMES

Development schemes financed from the Revenue of the Territory, such as agricultural improvement schemes and constitutional developments in the Native Administration, are more conveniently described elsewhere in this Report.

The following is a brief account of the progress which has been made on schemes financed from the Colonial Development and Welfare Fund.

#### GENERAL

An amount of £830,000 has been provided from the Colonial Development and Welfare Fund under the Ten Year Development Plan. The allocation of this amount and the revised estimates of expenditure in 1949-50 are as follows :

	<i>Total Allocation</i>	<i>Revised Estimate of Expenditure for 1949-50</i>
Soil Conservation Measures	£303,480	£36,000
Roads & Bridges	236,000	5,000
Water Supplies	80,000	34,081
Medical & Health Schemes	108,825	15,340
Education	100,300	9,894
Unallocated Balance	1,395	
TOTAL	<u>£830,000</u>	<u>£100,315</u>

#### SOIL CONSERVATION

Soil conservation work has proceeded steadily in spite of the difficult conditions created by the drought. In the lowlands 30,486·6 acres were terraced—a record for any one year ; 28 major dams were constructed ; 11,365 trees of suitable types were planted out in dongas and around dams in fenced areas ; fencing was erected to protect trees and soil conservation works where necessary ; meadow strips and dongas were demarcated ; 8 grass spillways were established, and one of stone ; 58,000 acres were protected by grass buffer strips ; 323,058 yards of mountain diversion furrow were constructed ; and maintenance work was carried out where necessary.

Dr. Lowdermilk, late of the United States Soil Conservation Service, paid a visit to the Territory during the year and gave some most useful advice regarding the latest methods of soil conservation which are being employed in the United States. He was, he said, most impressed with the soil conservation works which he had seen while on tour in Basutoland.

#### ROADS AND BRIDGES

During the year a low-level bridge was built across the Hololo River in the North of the Territory and the first section was constructed of a road beyond Hendrick's Drift. In the past years people using motor traffic in the Libono area, who wished to visit the Government station at Butha-Buthe, had to cross into the Orange Free State at Hendrick's Drift and to re-enter Basutoland at Joel's Drift or at Caledon's Poort. The construction of this motor road, approximately eight miles in length, and the bridging of the Hololo River will be of great advantage administratively, and a boon to sick people wishing to visit the doctor at Butha-Buthe.

Tenders were called for during 1949 for the mechanical plant required for the mountain road from Maseru to Marakabei and Ntaotes. The plant will be as embled in the latter half of 1950 and early in 1951, in order that actual construction may commence on the 1st April, 1951.

#### WATER SUPPLIES

Work on the water supply scheme for Maseru proceeded steadily. The 3,500,000 gallon storage reservoir and a new service reservoir were completed and most of the new pipelines were also laid down.

A new engine and pump have been installed at Teyateyaneng and water boring operations have been successful at Mohale's Hoek.

#### MEDICAL AND HEALTH

Of the four Basuto medical students at the Witwatersrand University, one (Dr. K. J. S. Nkuebe) qualified in June and is at present serving an internship at the Maseru Hospital.

The new hospital and dispensary at Teyateyaneng are now almost completed and the building of a new medical centre at Phamong has been started.

#### EDUCATION

Work has proceeded during the year on the new buildings for the Lerotholi Technical School.

The Educational Secretaries continue to do valuable work in co-ordinating the educational work of the missions with the educational plans approved by Government.

Small equipment grants have been made to all primary schools in the Territory.

Building grants on a £ for £ basis have again been allotted for the improvement of elementary schools in each district. Unfortunately, because of the shortage of money in the Territory after the drought and the difficulties of building in the mountains, some missions have been unable to raise the necessary funds and to undertake the building programmes which they had planned. They have not therefore been able to claim the money allotted to them on the £ for £ basis.

One further Form A classroom has been built at a mission intermediate school and a second one is nearing completion.

At the Basutoland Training College two teacher's houses have been completed, the existing dormitories have been repaired and improved, and improvements have been made to the water supply.

## PART II

### CHAPTER ONE

### POPULATION

The population of Basutoland has more than doubled in the last 50 years. In 1898 it was estimated at 256,000 and in 1936 it reached its peak of 562,311. The increase has been partly due to immigration, particularly of Tembus from the nearby Districts of the Cape Province, stimulated by the feeling of some Basuto Chiefs that their importance would be enhanced by increasing the number of their subjects. Of recent years, however, this process has been reversed, immigration has been replaced by emigration, and the preliminary figures for the 1946 census show a decrease of approximately 6,000 in the total population.

The final figures may differ to a certain extent from the statistics shown below but there seems no doubt that there has been a drop in the African population living in the Territory. It is generally agreed that this fall is not due to faulty enumeration but to certain economic factors and the line of industry in the neighbouring territory of the Union. It appears that many Basuto are gradually discarding their feudal mode of life and that education, the lure of urban amenities and the opportunity to earn make it inevitable that they should be drawn to the Union.

The slight increase in the figures of the European population in 1946 as compared with 1936 (apart from natural increase) is due to three factors : the employment by Government of a larger European Staff ; an increase in trading activities ; and the arrival of more missionaries in the Territory. Over the last 25 years there has been an increase of 75 Europeans.

The present distribution of the African population shows a distinct relationship to the physical structure of the country. The bulk of the population is still concentrated in the lowlands, and in these areas saturation point seems for the time being to have been reached. The mountains were, until recently, almost entirely reserved for grazing, and even the concentration of population which now exists in the rich valleys near the 'Maletsunyane Falls dates back only about 20 years.

With the increasing pressure on the land in the lowlands the people extended their cultivation up the river valleys, and, as these were in turn found to be inadequate, up on to the mountain slopes.

The result is that to-day there are scattered settlements throughout the mountain area of Basutoland. Land has been ploughed which is unsuitable for cultivation and which will quickly become eroded. The Paramount Chief has, therefore, issued orders, firstly that these scattered settlements

shall be grouped together to form villages, and secondly that no new land shall be ploughed without her permission. Permission to plough new lands is only given after consultation with the Agricultural Department.

In the table below are given the preliminary figures for the census held in May 1946 :

## A. BASUTO IN THE TERRITORY

<i>District</i>	<i>Males</i>	<i>Females</i>	<i>Persons</i>	<i>1936</i>	<i>Difference</i>
Butha-Buthe	14,929	20,350	35,279	34,869	+ 410
Leribe	42,399	55,870	98,269	97,376	+ 893
Teyateyaneng	24,984	32,569	57,553	55,522	+ 2,031
Maseru	43,369	57,985	101,354	108,237	— 6,883
Mafeteng	30,505	38,031	68,536	70,864	— 2,328
Mohale's Hoek	28,806	37,126	65,932	65,309	+ 623
Quthing	19,865	25,714	45,579	44,552	+ 1,027
Qacha's Nek	19,639	24,921	44,560	46,132	— 1,572
Mokhotlong	16,424	20,341	36,765	36,412	+ 353
	240,920	312,907	553,827	559,273	— 5,446

## B. EUROPEANS IN THE TERRITORY

<i>District</i>	<i>Males</i>	<i>Females</i>	<i>Persons</i>	<i>1936</i>	<i>Difference</i>
Butha-Buthe	14	17	31	50	— 19
Leribe	77	94	171	154	+ 17
Teyateyaneng	60	48	108	94	+ 14
Maseru	364	360	724	583	+ 141
Mafeteng	111	111	222	189	+ 33
Mohale's Hoek	86	100	186	150	+ 36
Quthing	56	46	102	106	— 4
Qacha's Nek	53	46	99	82	+ 17
Mokhotlong	21	14	35	26	+ 9
	842	836	1,678	1,434	+ 244

## C. COLOURED

<i>District</i>	<i>Males</i>	<i>Females</i>	<i>Persons</i>	<i>1936</i>	<i>Difference</i>
Butha-Buthe	5	4	9	—	—
Leribe	38	40	78	—	—
Teyateyaneng	41	27	68	—	—
Maseru	87	92	179	—	—
Mafeteng	53	51	104	—	—
Mohale's Hoek	17	28	45	—	—
Quthing	17	18	35	—	—
Qacha's Nek	13	13	26	—	—
Mokhotlong	1	—	1	—	—
	272	273	545	1,263	—718

## D. ASIATICS

<i>District</i>	<i>Males</i>	<i>Females</i>	<i>Persons</i>	<i>1936</i>	<i>Difference</i>
Butha-Buthe	89	65	154	—	—
Leribe	63	63	126	—	—
Teyateyaneng	14	4	18	—	—
Maseru	10	5	15	—	—
Mafeteng	6	2	8	—	—
Mohale's Hoek	3	—	3	—	—
Quthing	—	—	—	—	—
Qacha's Nek	8	8	16	—	—
Mokhotlong	—	—	—	—	—
	193	147	340	341	-1

The final tabulation of statistics is being undertaken by the Union Department of Census, and is not yet finished.

## WAGES AND COST OF LIVING

The few wage earners who find employment in the Territory may be classified as follows :

- Domestic servants, earning from £1. 10s. 0d. to £5 a month, including the value of food and lodging if provided.
- Labourers, employed mainly on roads and other public works, soil conservation work, etc., at rates of from 1s. 9d. to 2s. a day. Public works labourers work a 54 hour week.
- Foremen, earning from £5 to £8 a month.
- Artisans, earning from £8 to £17 a month.
- Trading store employees, earning £3 to £7 a month.

In considering these wages it should be remembered that every married man is entitled to lands on which to grow food, free occupation of a site for his house, and communal grazing rights for his cattle.

During the year there has been a continual, steady rise in the cost of living in Basutoland. The following table shows the rise in prices of various commodities since 1948 and indicates the pre-war prices :

<i>Commodity</i>		<i>Price</i>		
		1938	1948	1949
Bread	per 2 lb. loaf	4d.	7½d.	8½d.
Flour	per pound	2d.	3½d.	3¾d.
Rice	per pound	4d.	9½d.	10d.
Oatmeal	per pound	3d.	5d.	5d.
Tea	per pound	2s. 3d.	5s.	7s. 3d.
Coffee	per pound	1s. 9d.	2s. 11d.	3s.
Sugar	per pound	3d.	4½d.	3½d.

Jam	per pound	5d.	9d.	1s. 6d.
Potatoes	per pound	1d.	3d.	3d.
Butter	per pound	1s. 2d.	2s. 6d.	2s. 6d.
Cheese	per opund	1s. 2d.	1s. 10d.	2s. 4d.
Eggs	per dozen	1s. 6d.	2s. 6d.	1s. 6d. to 4s.
Milk	per gallon	2s.	2s. 8d.	3s.
Bacon	per pound	1s 5d.	2s. 9d.	2s. 9d.
Beef	per pound	6d.	1s.	1s.
Mutton	per pound	7d.	1s. 3d.	1s. 3d.

#### TRADE UNIONS

It was a necessary condition for obtaining assistance from the Colonial Development Fund that facilities should be provided for the establishment and activities of Trade Unions. There had previously been no need for such legislation in Basutoland owing to the total lack of industries.

Proclamation No. 17 of 1942, entitled the Basutoland Trade Unions and Trade Disputes Proclamation, has provided for the registration and regulation of Trade Unions in Basutoland and for the orderly settlement of trade disputes.

By the end of 1949 no Trade Unions had been registered in Basutoland.

## CHAPTER II

### OCCUPATIONS AND LABOUR

The principal occupations of the Basuto are agriculture and stock farming, and for these pursuits the country provides all the essentials. Its climate favours the development of a healthy, hardy mountain people and it is free from the chief scourges of Africa ; there are few mosquitoes and no malaria or tsetse fly. It is also free from many of the forms of cattle disease which plague countries nearer sea level.

However, primitive methods of farming have made the soil less productive and, through hastening erosion, have actually decreased the area of arable land. At the same time the population has increased under the "pax Britannica" so that there are more people to feed and yet less food is produced than before. The measures which are being taken to conserve the soil and to make it more productive are described in a later chapter.

As the average family has not enough land to support it, it is necessary for the men to leave home periodically to look for work. There are no industries in Basutoland besides the printing industries

of the P.E.M.S. and the R.C. Missions which employ about 80 and 40 Basuto respectively. Apart from employment in the Government Service or at trading stores, there is little work to be found in the Territory. It is, therefore, necessary for the Basuto to leave the Territory to work in the Union of South Africa.

Until recently most of the men went to the gold mines of the Witwatersrand, but more and more are now finding work in other industries and employment. At 31st December, 1949, 34,665 Basuto were employed on the gold mines. No accurate figures are available of those otherwise employed, but it is known that more than 10,000 were working on the coal and diamond mines and more than 27,000 were in other employment in certain areas of the Transvaal and Orange Free State alone.

The table below shows the number of passes issued in the last three years to Basuto leaving the Territory for employment in the Union of South Africa. The difference between the number of passes issued and the workers employed on the mines is largely accounted for by the numbers who remained at the mines from previous years.

<i>Mines</i>	<i>1947</i>	<i>1948</i>	<i>1949</i>
Gold	19,304	20,562	30,401
Coal	3,176	4,701	4,790
Daimond	209	878	1,787
Manganese	—	126	1,120
Other Mines	499	575	1,699
Total Mines	23,188	26,842	39,797
Agricultural	1,688	4,199	5,284
Miscellaneous	10,262	18,778	15,324
Totals	35,138	49,819	60,405

The Chamber of Mines, Johannesburg, is represented by the Native Recruiting Corporation Ltd., with its local Superintendent and head office in Maseru, and branch offices in other district headquarter stations. The corporation recruits either under contract or under the Assisted Voluntary System.

The contract, which is attested before a Government officer, binds the recruit to work in a certain mine for a certain number of shifts at given rates of wage, according to the class of work performed. Basuto, incidentally, are usually employed on the more difficult and better paid tasks, such as shaft sinking. The majority are employed underground.

Most recruits for the mines prefer to engage under the Assisted Voluntary Sytem. By this system the recruit is not attested for work on any particular mine, but agrees to proceed to Johannesburg for work on any of the mines enumerated in a schedule. On arrival he is given three weeks in which to choose his mine.

A large percentage of the Basuto recruited for the mines defer a portion of their earnings for payment to them on their return to Basutoland. In 1949 £112,761 was paid out through the Native Recruiting Corporation as deferred wages. Many also remit money to their families through the Native Recruiting Corporation, and in the year under review this amounted to £170,313. Although statistics are not available it is estimated that an amount at least equal to this is remitted through the post. This is very satisfactory and is given every encouragement by Government.

Labour is also recruited by other approved Labour Agents for work on coal, diamond, and manganese mines, farms, and other employment.

In 1932 an office was opened temporarily in Johannesburg for collecting tax from Basuto employed on the Witwatersrand. At the beginning of 1935 the Agency was permanently established and it has been maintained ever since. The Agency at first dealt only with the collection of revenue, but it soon began dealing with the domestic affairs of the Basuto on the Witwatersrand, encouraging them to save money, giving them home news, counteracting as far as possible the temptations of their environment, repatriating those who are indigent and, generally, giving advice and assistance to them whenever required.

The Bechuanaland Protectorate and Swaziland now share in the Agency which thus deals with Africans from all three High Commission Territories, both in regard to the collection of taxes and in general welfare work.

Recruiting is only permitted for those concerns which provide good living and working conditions and the Agent for the High Commission Territories and his Officers spend much of their time in inspecting conditions on the mines and elsewhere. During the year the Agent visited many labour centres in the Union as far apart as Durban and Cape Town and made contact with many Basuto who were working far from their homes. Partly as a result of these visits the tax collections of the Agency for the year amounted to £98,182, which is a figure considerably higher than that for any previous year.

#### LABOUR LEGISLATION

The following labour legislation is in force in the Territory :

Proclamation No. 37 of 1936 enables the High Commissioner to regulate the level of wages paid to natives in any occupation or in any area within the Territory. A minimum wage level may be prescribed by Notice in the Official Gazette.

Proclamation No. 71 of 1939 regulates the condition of employment of women, young persons, and children in industrial undertakings, and prohibits the employment of any person under the age of 12 years in any such undertaking, whether public or private, unless it shall be owned by that child's parents.

Proclamation No. 5 of 1942 amended and consolidated the law relating to the recruitment and contracts for the employment of Basuto for work in the Union of South Africa.

Proclamation No. 4 of 1948 makes provision for the payment of compensation to workmen employed in Basutoland who suffer injury or death or contract disease in the course of their employment.

### CHAPTER III

## PUBLIC FINANCE AND TAXATION

Revenue for the financial year ended 31st March, 1949, including receipts from the Colonial Development and Welfare Fund, amounted to £980,934 and Expenditure to £989,985. There was, therefore, a deficit of £9,051.

The revised estimate of the position at 31st March, 1950, is as follows :

Accumulated Surplus Balance at 31st March, 1949	£535,554
Revised Estimate of Revenue for 1949-50	£896,790
Revised Estimate of Expenditure for 1949-50	<u>944,375</u>
Revised Estimate of Deficit for 1949-50	47,585
Revised Estimate of accumulated Surplus	
Balance at 31st March, 1950	<u><u>£487,969</u></u>

The reasons for this estimated deficit are detailed earlier in Part I of this Report.

Tax collections in Basutoland were not as good as expected but it is estimated that the amount of Basutoland Native Tax collected by the Rand Agency in 1949-50 will exceed the 1948-49 figure by £8,000. This increase is the result of the extension of the activities of the Agency to include the collection of tax from Basuto in Durban, Cape Town, Port Elizabeth and many other industrial areas far from the Rand.

### REVENUE AND EXPENDITURE

The following is a comparative statement of revenue and expenditure for the last five years :

REVENUE					
Head	1944-45	1945-46	1946-47	1947-48	1948-49
	£	£	£	£	£
Native Tax	194,246	198,515	233,360	249,607	267,170
Customs & Excise	176,715	222,754	340,387	333,244	356,278
Posts & Telegraphs	28,353	56,817	55,947	50,386	38,958
Licenses	11,333	12,042	13,964	15,319	17,363
Fees of Court or Office	3,438	4,419	4,326	4,240	4,896
Judicial Fines	1,464	1,455	2,626	2,047	2,825
Income Tax	30,247	49,408	59,486	104,407	132,579
Carried forward	<u>445,796</u>	<u>54,5410</u>	<u>834,437</u>	<u>759,250</u>	<u>915,567</u>

	£	£	£	£	£
Brought forward :	445,796	545,410	834,434	759,250	915,567
Personal & Savings Fund Levy	3,225	4,210	144	16	—
Excess Profits Duty	66,980	73,502	40,557	—	—
Trade Profits Special Levy	1,018	3,068	2,317	—	—
Poll Tax	1,854	1,886	1,999	2,029	2,047
Fees for Services Rendered	13,426	12,122	15,240	15,107	15,663
Interest	4,943	3,999	4,147	7,941	9,446
Wool & Mohair Export Duty	22,589	23,494	26,262	25,410	25,298
Miscellaneous	7,672	13,475	26,377	29,692	35,934
Education Levy	22,871	23,395	—	—	—
	590,374	704,561	827,139	839,445	908,457
C.D. & W. Grants	5,374	27,792	36,165	61,209	72,477
Total	595,748	732,353	863,304	900,654	980,934

## EXPENDITURE

Head	1944-45	1945-46	1946-47	1947-48	1948-49
	£	£	£	£	£
Resident Commissioner	22,574	25,887	29,284	31,220	44,289
Agricultural & Veterinary Services	74,405	78,031	63,060	66,847	74,836
District Administration	43,235	48,229	41,831	46,716	65,480
Education	89,196	130,727	145,378	160,526	158,127
Judicial & Legal	6,047	9,008	12,010	14,138	18,776
Leper Settlement	26,813	28,037	28,192	27,766	28,651
Medical	58,935	59,384	62,860	73,743	75,603
Miscellaneous	12,930	13,645	58,487	29,542	29,211
Native Administration	—	—	—	78,135	85,848
Pensions & Gratuities	23,974	22,689	27,261	31,510	31,722
Police	—	—	—	—	71,990
Prisons	59,940	68,148	88,096	89,842	30,387
Posts & Telegraphs	19,736	21,260	25,842	34,847	35,021
Public Relations	—	—	—	—	1,636
Public Works Department	7,442	10,907	12,300	15,972	24,134
Public Works Recurrent	52,368	54,806	52,241	54,333	50,336
Public Works Extraordinary	25,951	84,270	61,166	74,463	89,520
Allowances to Chiefs & Headmen *	12,135	11,698	5,861	—	—
Basutoland & District Council *	2,961	5,631	68	—	—
Grant to National Treasury *	—	—	71,500	—	—
Contribution to National Treasury	—	—	49,000	—	—
C.D. & W. Schemes *	—	—	36,165	57,337	74,418
Total :	538,642	672,357	870,602	886,937	989,985

## ASSETS AND LIABILITIES

The surplus balance at the 31st March, 1949, amounted to £535,554.

The following is a detailed statement of Assets and Liabilities at 31st March, 1949.

Notes : \* Included under "Native Administration" after 1946-47.

\*\* Included under departments in 1944-45 (£5,373) and 1945-46 (£61,777).

## STATEMENT OF ASSETS AND LIABILITIES AS AT 31ST MARCH, 1949

LIABILITIES			ASSETS		
<i>Deposits</i>			<i>Cash</i>		
£	s.	d.	£	s.	d.
African Pioneer Corps Pensions	12,587	14 0	With Bank and Sub-Accountants	88,434	0 10
Basuto National Treasury	90,000	0 0	With Crown Agents	838	17 9
Bechuanaland & Swaziland Tax Account	2,596	7 6	With Joint Colonial Fund	289,000	0 0
Levy on Sale of Mealies	4,065	15 10	<i>Investments—Surplus Balances</i>		
Miscellaneous	36,194	12 3	Central Government	50,465	13 3
Prisoners Property	573	10 1	Basuto National Treasury	90,000	0 0
<i>Special Funds</i>					
Basuto Soldiers Benefit Fund	10,453	13 11	<i>Loan—British Government (Interest Free)</i>	130,000	0 0
Basutoland War Levy Fund	20,532	19 11			
Basutoland Wool & Mohair Fund	37,650	15 4			
Colonial Development and Welfare Grants	4,818	18 6			
Guardians Fund	2,337	4 2			
Personal Savings Fund	472	4 2			
Provident Fund	9,631	13 3	<i>Advances</i>	91,982	12 2
<i>General Revenue Balance</i>					
Balance as at 1st April 1948	541,604	19 2			
Less: Deficit for year ended 31st March, 1949	9,050	15 7			
	532,554	3 7			
Add: Appreciation of Investments	3,000	0 7	Stores Suspense Stocks	26,748	9 1
			£767,469	13 1	767,469 13 1

## MAIN HEADS OF TAXATION

*Native Tax*

The normal rate of tax for Africans is 34s. for each adult male domiciled in Basutoland ; the wealthier men pay 40s. In addition a tax of 25s. is payable for each wife after the first, but no African is liable to pay tax for more than two additional wives.

Revenue from Native tax for the year ending 31st March, 1950, is estimated at £260,000.

*Customs and Excise*

It is expected that a sum of £288,000 will be received from the Government of the Union of South Africa as Basutoland's share of the Union customs collections in 1949-50. (According to a Customs agreement between the two countries Basutoland receives 88.575 per cent of the gross customs revenue of the Union of South Africa.)

The corresponding figure for 1948-49 was £348,968. The decrease of £60,968 is due to the imposition by the Union Government of import control, a measure which was necessitated by the unfavourable foreign trade position of the Union of South Africa.

The Basutoland collection of import duty on Union manufactured Spirits, Beer and Wines during 1949-50 is estimated to be £10,000.

*Trading Licences*

A schedule of trading licences is given in Proclamation No. 28 of 1928. The more important licence fees are as follows :

General Dealer	£25
Commercial travellers	£15 and £25
Trading Agent	£15
Specific trades, between	£2 and £10.

*Income Tax*

The rates fixed and rebates allowable for the year ended 30th June, 1949, were :

	<i>Basic Rate per £ of taxable Income</i>	<i>Increase in Rate for each £ in excess of £1</i>	<i>Surcharge after deducting Rebates</i>
(1) Normal Tax :			
Married	15d. }	By 1/1000th of a penny	40%
Unmarried	18d. }		50%
(2) Super Tax : (On incomes in excess of £1775)			
Married	24d. }	By 1/400th of a penny	45%
Unmarried			50%

For each pound of taxable income in excess of £16,000 the rates are 4s. 2d. normal tax and 8s. 8d. super tax.

Public Companies were taxed at the rate of 7s. 6d. for each pound of taxable income.

From the tax calculated at the rates shown in the first two columns of the table above the following rebates were deducted :

	<i>Normal Tax</i>	<i>Super Tax</i>
Primary rebate for a married taxpayer	£26	£210
Primary rebate for an unmarried taxpayer	£20	£210
Rebate for each child	£10	—
Rebate for each dependent	£2. 10s.	—
Rebate for each pound of insurance premiums	1s. 3d.	—

In addition to these rebates the amount of poll tax paid during the year was deducted from the income tax payable.

The following example shows how the income tax payable by a married man with an income of £800 p.a., having one child and one dependent, and paying insurance premiums of £40 p.a., would be calculated :

Rate : 15·799d. per £1 (i.e. 15d. plus 799/1000ths of a penny)

Tax payable = 800 x 15·799d., less rebates, plus surcharge

= £52. 13s. 3d. — £41 + 40 %

= £16. 6s. 7d. — £3 poll tax if paid.

Income tax amounting to £159,355 was collected during the financial Year ended 31st March, 1950.

Income tax is not payable by Africans.

### *Stamp Duty*

Stamp duties are levied under Proclamation No. 16 of 1907 as amended from time to time.

### *Death Duties*

(a) *Succession Duty*. Subject to certain provisos and exemptions set out in Proclamation No. 20 of 1935, as amended by Proclamation No. 1 of 1945, the rates of Succession Duty are as follows :

<i>Degree of relationship of successor to predecessor</i>	<i>Rates of duty upon dutiabie amount of succession</i>
(i) Where the successor is the direct descendant or ascendant of the predecessor	3%
(ii) Where the successor is the brother or sister of the predecessor . . . . .	5%
(iii) Where the successor is the descendant of the brother or sister of the predecessor	8%

- (iv) Where the successor is otherwise related to the predecessor or is a stranger in blood or is an institution... .. 12%

(b) *Estate Duty*. This is payable by the Estate in terms of Proclamation No. 20 of 1935, as amended, and is distinct from Succession Duty which is payable by successors. The rate of Estate Duty chargeable upon each pound of the dutiable amount is three ten thousandths of a pound for every completed one hundred pounds or part thereof contained in the dutiable amount, subject to a maximum rate of 6s. 8d. upon each pound. A rebate of £300 is deducted from the amount of duty at the rate so calculated, with the result that it is only on estates where the dutiable amount exceeds £10,000 that Estate Duty is payable.

### *Wool and Mohair Export Duty*

The Wool and Mohair Fund was established under Proclamation No. 39 of 1931 in order to promote and improve the production and marketing of wool and mohair. The levy, which is paid on all wool and mohair exported from the Territory was increased from  $\frac{1}{2}d.$  to 1d. per lb. with effect from 1st October, 1949. The balance standing to the credit of the Fund on 31st March, 1949, was £37,651.

### *Poll Tax*

All adult males who do not pay Native Tax must pay Poll Tax at the rate of £3 per annum. It is payable yearly on 1st July.

### *Posts and Telegraphs*

Post Office revenue amounted to £38,957 during the financial year ended 31st March, 1949, and expenditure to £35,021.

## CHAPTER IV

## CURRENCY AND BANKING

The Standard Bank of South Africa Ltd. has a branch office at Maseru. This is the only commercial bank in the Territory.

Many Basuto operate Post Office Saving Bank accounts. 12,823 deposits were made during the year to the total value of £147,552 and 31,721 withdrawals totalling £260,203. The balance in the Bank to the credit of depositors on 31st March, 1949, was £461,469.

There is no demand for agricultural or co-operative banks since land is inalienable in Basutoland and there is, therefore, no real debt problem.

## CHAPTER V

## COMMERCE

Most of the retail trade of Basutoland is in the hands of Europeans and a few Indians in the north, though since the war many Basuto have applied for, and have been granted, trading licences. In normal years the most important exports of the Territory are wool, mohair, wheat, and cattle. The values in the last three years bore the following proportions to total exports :

	1947	1948	1949
Wool	48%	55%	76%
Mohair	9%	7%	10%
Wheat	4.1%	9%	.2%
Cattle	5.8%	5%	3.6%

Little wheat was reaped or exported in 1949 because of the drought.

TABLE I

*Value of total imports and exports for the years 1920, 1928, 1936, 1938—1949*

Year	Imports	Exports
	£	£
1920	1,181,986	937,038
1928	921,573	1,013,392
1936	712,125	302,193
1938	749,126	401,512
1939	866,403	405,517
1940	875,280	461,666
1941	992,924	531,447
1942	1,033,328	459,589
1943	1,118,747	464,621
1944	1,422,545	516,538
1945	1,624,734	501,269
1946	2,056,182	485,204
1947	1,628,521	887,773
1948	1,807,256	1,336,269
1949	2,244,117	1,275,437

TABLE II

*Values and quantities of principal imports during 1948 and 1949*

	Quantity		Value in £	
	1948	1949	1948	1949
<i>Merchandise</i>	—	—	1,711,809	1,744,906
<i>Livestock</i>	<i>Number</i>			
Horses, Mules, etc.	752	985	6,311	7,571
Cattle	5,836	4,148	46,439	30,362
Sheep & Goats	431	268	649	360
<i>Grain</i>	<i>Bags</i>			
Wheat & Wheatmeal	13,708	34,749	25,836	61,623
Maize & Maizemeal, etc.,	8,192	307,196	9,903	361,113
Kaffir Corn	1,948	15,625	3,010	30,592
Other Produce	—	—	3,299	7,590
Total			1,807,256	2,244,117

TABLE III

*Values and quantities of principal domestic exports during 1948 and 1949*

	Quantity		Value in £	
	1948	1949	1948	1949
<i>Livestock</i>	<i>Number</i>			
Horses, Mules, etc.	125	430	1,229	3,735
Cattle	5,965	3,977	63,125	45,725
Sheep & Goats	2,415	1,416	4,570	2,885
<i>Grain</i>	<i>Bags</i>			
Wheat & Wheatmeal	90,528	1,770	115,458	2,602
Maize & Maizemeal	34,644	4,144	38,496	4,647
Kaffir Corn	86,391	3,256	104,607	5,622
Beans, Peas	54,262	13,107	133,965	46,081
Barley	3,709	—	6,078	—
Oats	217	—	212	—
<i>Wool &amp; Mohair</i>	<i>lb.</i>	<i>lb.</i>		
Wool	9,500,316	9,708,212	739,343	976,698
Mohair	1,635,925	1,381,523	101,335	127,661
<i>Hides &amp; Skins</i>				
Hides	286,312	732,098	15,517	42,083
Skins	192,892	336,527	9,573	14,016
<i>Miscellaneous</i>	—	—	2,761	3,682
Total			1,336,269	1,275,437

*Note:* The values and quantities of imports given in Tables I—III relate only to imports and exports made by traders, through whose hands most of the general trade of the country passes. In addition, account must be taken of imports made by Government, which are considerable, exports made by individual Basuto and Co-operative Societies, and cattle exported after being sold at Government auction sales.

Tables IV and V below show certain of these exports which are not included in the figures given in Tables I—III.

TABLE IV

*Livestock sold to buyers from the Union of South Africa  
at Government auction sales during 1949*

	Number	Value £
Cattle	1,562	14,671
Other animals	—	—

TABLE V

*Exports of wool and mohair by Co-operative Societies,  
hawkers, and individual Basuto*

Wool	1,863,419 lb.	Mohair	94,463 lb.
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TABLE VI

The following comparative table for 1948 and 1949 indicates the country of origin of motor vehicles registered in the Territory :

(a) *Private Motor Vehicles and Taxis*

<i>Country of Origin</i>	<i>New Registrations</i>		<i>Total Registrations</i>	
	1948	1949	1948	1949
Great Britain	15	17	31	41
Canada & U.S.A.	114	88	573	549
Italy	1	—	2	2
France	1	4	3	6
Germany	—	—	—	2
Total	131	109	609	600

(b) *Commercial Vehicles*

Great Britain	7	5	18	14
Canada & U.S.A.	68	64	319	336
Total	75	69	337	350

	(c) <i>Motor Cycles</i>			
	1948	1949	1948	1949
Great Britain	2	1	4	7
Canada & U.S.A.	—	—	1	5
Germany	—	—	—	1
Total	2	1	5	13

### *Observations*

Imports during the year exceeded exports by nearly £1,000,000. The value of merchandise imported during the year was £1,744,906 which showed a small increase over the previous year due to the higher cost of imported articles.

Owing to the adverse agricultural conditions experienced during the year it was found necessary to import much larger quantities of grain; the importation of maize and maize meal, particularly, rose from £9,903 in 1948 to £361,113 in 1949. Exports of grain were accordingly almost negligible.

The value of wool exported increased from £739,343 in 1948 to £976,698 in 1949. This increase was due mainly to the improvement in the quality and the classing of the wool and to the higher prices obtained, but the quantity of wool exported also showed a slight increase.

Apart from food, the chief articles bought by Africans are clothing and agricultural implements. The clothing comes largely from the Union of South Africa, the implements chiefly from Canada. The number of African owned buses and commercial vehicles is increasing due to the greater participation of Africans in commercial undertakings. A considerable number of the European population own motor cars.

Since all imports are made through the Union of South Africa, it is not possible to give figures detailing the country of origin of imports or destination of exports.

There is very little tourist traffic in Basutoland.

## CHAPTER VI

### 1. AGRICULTURAL AND LIVESTOCK SERVICES

#### AGRICULTURE

There are no industries in Basutoland and a recent geological survey has made it clear that there is very little chance of any mineral development. The few possibilities of economic development, such as the damming of the Orange and other rivers to provide hydro-electric power and irrigation schemes, and the shade drying of hides and skins, are being carefully investigated. The future wealth of the country must, however, lie mainly in the development of agriculture and stock raising.

### AGRICULTURAL SURVEY

An agricultural survey was planned in 1949 and was in progress by the end of the year. The survey forms Basutoland's contribution to the World Census of Agriculture which is being undertaken by members of the United Nations on the recommendation of the Food and Agricultural Organization. This survey will be of great value in planning the further development of agriculture in the Territory.

For the purpose of the Survey Basutoland has been divided into four zones : Lowlands, Foothills, Mountains and the Orange Valley. The following information is being obtained for each of these zones :

- (a) total cultivated acreage
- (b) acreage under each crop
- (c) total production and mean yield per acre of each crop
- (d) number of fields, and mean cultivated acreage per family
- (e) various other data of agricultural significance
- (f) correlation between these statistics and existing physical and sociological data.

The Survey is being carried out by the random sampling method.

Field work consists of interrogation in the villages where the required information is obtained, followed by accurate measurements of the fields, acreages under each crop, sample crop yields, etc. The Chiefs, Headmen and people have given every assistance and have shown no sign of opposition, although it has not been possible to make many people understand fully the reasons for carrying out the Survey.

### SOIL CONSERVATION

It is the aim of Government to improve the agriculture of the Territory so that more food and cash crops can be produced. It is therefore vitally important that the soil— which has already been seriously eroded —should be conserved.

Soil conservation work has therefore proceeded steadily during 1949 in spite of the difficult weather conditions. In January heavy hail storms did considerable damage to some of the new works, and towards the end of the year many of the oxen which are used on this work were in such poor condition owing to the drought that it was not possible to use them at all.

New equipment received during 1949 included two new Adams No. 84 Graders and two re-conditioned D 4 tractors.

The area terraced in the lowlands was 30,486.6 acres, which, in spite of unfavourable conditions, is a record for any one year.

28 major dams were constructed during the year, their total capacity being 61,050,000 gallons. Experience has shown that it is essential to fence in all new dam walls and this has been done. Dams have proved to be of great value during the last two dry winters ; they have saved the

lives of thousands of large stock and spared the grass cover from the effect of stock regularly tramping many miles to the rivers. Several rivers dried up completely.

Many meadow strips have been beacons off and, as an experiment, all the dongas in a large valley and at one District Headquarters have been demarcated with stone beacons which are set out at a distance from the donga equal to its depth. No ploughing is allowed between the beacons and the edge of the donga.

Most of the grass planted during the year suffered from the drought, but established Kikuyu grass stood up to the trying conditions better than any indigenous grass ; in many cases it was the only green grazing available.

Eight grass spillways were established and as an experiment a stone spillway was constructed from which flood water is spilled over a weir into a donga.

58,000 acres were protected by buffer grass strips. This is a record for any one year.

323,058 yards of mountain diversion furrow were constructed during the year.

£2,384 was spent on the maintenance of soil conservation works completed in previous years.

#### GRAZING CONTROL

Most of the soil conservation measures described above are designed to protect and conserve arable land. It is equally important to conserve the grazing on which the stock depend for their existence—the Basuto do not feed their stock.

Some sixty years ago the few herdboys who went into the mountains with stock during the summer were practically the only mountain inhabitants. As the population increased and the land became less productive the Basuto moved further and further into the mountains. As a result of the steady increase in population and in the area of cultivated land the area available for stock grazing has been gradually reduced.

Up to an elevation of 9000 feet the many northern, north-eastern and north-western slopes were originally covered with sweet grass (*Themeda triandra*) while the colder southern slopes grew sour grasses, of which *Festuca caprina* was the dominant species. For many years grazing has been concentrated on the warmer slopes where the more palatable grass grows, with the result that in many places the grass cover has been eaten or trodden out. Its place has been taken by tough shrubby growth, predominantly the Bitter Karroo bush (*Chrysocoma tennifolia*), which is useless as stock feed and offers little resistance to soil erosion.

Experimental work has shown that where these areas are rested from grazing the Bitter Karroo bush will not survive in competition with *Themeda*. Fortunately the principle of resting areas of grassland is well understood by the Basuto, who customarily rest certain limited areas for thatching grass or winter grazing.

In 1947 large scale grazing control was instituted in the mountain districts of Qacha's Nek and Mokhotlong. Certain denuded areas were closed to grazing, and the stock were removed to other areas which had previously been undergrazed. The *Themeda* grass is now re-establishing itself and the majority of the Basuto who live there are wholly in favour of the measures which have been adopted.

In 1949 the Paramount Chief asked that similar measures should be instituted in her ward. Since there were no large undergrazed areas in her ward it was not possible to employ the same method. All stock were, however, moved from those areas where the dominant vegetation is Bitter Karroo bush and grazing was confined to the western and southern slopes. Next year these slopes will be rested and the other two slopes grazed.

Chiefs from other districts have now asked for grazing control to be introduced in their wards and this is being done.

It is encouraging that so many chiefs have recognized the necessity for grazing control so soon after it was first introduced in Basutoland. Almost half the mountain grazing area has now been brought under grazing control.

#### CROP PRODUCTION

The principal crops grown in the Territory are maize, wheat and sorghum followed by peas, beans, barley and oats, in that order of importance.

There were very poor harvests of all crops in 1949. There had been no rains in the spring and summer, when most crops are planted, and most Basuto did not even plough owing to the hardness of the ground and the weakness from malnourishment of their oxen.

It became clear in the autumn that there would be a severe shortage of foodstuffs. The Basuto in the lowlands were therefore strongly encouraged to sow larger areas than usual with winter wheat. The crop, which was reaped in November, was, however, disappointing as there were inadequate winter rains.

The following table shows the approximate agricultural production in 1949 and preceding years in bags of 203 lb. gross. It will be seen that the total production for 1949 was less than a tenth of that for 1948.

Crop	1943	1944	1945	1946	1947	1948	1949
Maize	720,000	700,000	400,000	414,000	715,000	830,000	50,000
Sorghum	324,000	300,000	150,000	123,000	490,000	380,000	30,000
Wheat (spring)	360,000	416,000	325,000	156,000	350,000	430,000	50,000
Wheat (autumn)	-	-	-	-	-	-	10,000
Other crops	40,000	56,000	40,000	32,000	36,000	60,000	18,000
<b>Total</b>	<b>1,444,000</b>	<b>1,472,000</b>	<b>915,000</b>	<b>725,000</b>	<b>1,591,000</b>	<b>1,700,000</b>	<b>158,000</b>

Fortunately much of the excellent maize crop which was reaped in 1948 had been kept in the Territory. Arrangements had also been made to export to the Bechuanaland Protectorate 20,000 bags of maize, which was to be stored and milled in the Union of South Africa for dispatch to the Bechuanaland Protectorate as required. When it became clear that there would be a serious shortage of foodstuffs, 14,500 of these bags were returned to Basutoland. In addition the authorities of the Union of South Africa permitted the export to Basutoland of 288,000 bags of Union grown maize on the refund of the subsidy which is given to consumers in the Union and paid for by the Union tax payer.

It was decided in 1948 to build grain storage tanks, so that a reserve of grain may be built up during years of plenty for use in lean years. Storage for 9,600 bags has been completed and tanks are now being built for the storage of a further 24,300 bags.

Kraal manure is used by the Basuto as a fuel, there being little or no firewood available. Since nothing is returned to the soil on which crops are produced yearly, the land loses its fertility and crop yields become less and less. A subsidy is, therefore, paid by Government to Basuto farmers for carrying manure on to their lands. Government-owned two wheeled carts are kept in the districts and may be borrowed without charge for this purpose. 493,000 bags of 100 lb. each of kraal manure and ash were carried on to lands during 1949. It is hoped that the majority of the Basuto will soon have realized the value of manuring.

298 bags of 200 lb. of superphosphate were bought by Basuto farmers for the 1949 crop.

It has long been recognized that the traditional diet of the Basuto needs to be supplemented with fresh vegetables and fruit in order to counteract the deficiency diseases which are still prevalent. Every encouragement is therefore given to Basuto to grow vegetables and to plant fruit trees. During the year large quantities of free seed of cabbage, carrot, onion and turnip were issued and about 10,000 seedling vegetable plants were sold from nurseries established for this purpose. 226 peach trees, 250 fig trees and 806 vines were issued without charge. 10,900 gardens were worked.

Lectures and demonstrations on agricultural subjects were given throughout the year by Agricultural and Livestock Officers and by African demonstrators. Demonstration plots were also worked and yielded crops more than three times as big as those of neighbouring plots, where there was no manuring and no demonstrator's help was given.

Experimental work on crop improvement continued during the year. Of the many varieties of wheat tested "Ceres" and "Talberg" gave the best results, yielding 1,052 and 1,118 lb. per acre respectively. 4,600 lb. of the variety "Ceres" were reaped from a multiplication area and sold for seed purpose. Of the other experiments many failed owing to the drought.

Two demonstration farms are being worked by Basuto, under the guidance of the local Agricultural and Livestock Officer. It is now

clear that more emphasis must be laid on small livestock and livestock products so that the farmer may have a source of cash income in periods of crop failure.

### TREE PLANTING

There are few trees in most areas of Basutoland and many methods of tree planting have been tried in the last few years. Trees are required as an alternative fuel to kraal manure, for building, and to check soil erosion.

The main reason for the widespread apathy which has been shown by the Basuto towards tree planting is that the ownership of trees has vested in the chieftainship. The Paramount Chief has now agreed that individual Basuto may grow trees for their own benefit provided that they first obtain the permission of their chief.

Weather conditions were unsuitable for tree planting during 1949. Some 440,000 trees were, however, planted out in favoured sites and 11,365 willows, poplars and mountain bamboos were planted out in dongas and around dams in fenced areas as part of the soil conservation measures.

## LIVESTOCK AND VETERINARY

### ANIMAL HUSBANDRY

The major export from the Territory is wool. Prices were high during 1949 and many Basuto derived a considerable income from this source. 17,194,362 lb. of wool and 1,867,306 lb. of mohair were exported during the period October 1948 to December 1949 for which the producers received over £1,600,000.

The present high price of Basutoland wool is the result of the policy of wool improvement which has been followed by Government since 1936. Before then wool was not classed, all types being mixed up and sold together in the same lot under the name "Basutoland". The market price of this product was, of course, poor and in times of depression it could not be sold at all.

A Government classing scheme was therefore introduced in 1937 whereby wool was sorted into a series of different classes under the supervision of qualified wool sorters. Flock owners were also taught a simple method of wool classing, which they could follow without supervision.

At the same time the type of sheep has been steadily improved by the castration of locally bred rams of undesirable type and the introduction of pure bred merino rams which are re-sold to flock owners below cost price. 1,090 merino rams were introduced from the Union of South Africa in October 1949.

As a result of these measures the quality and price of Basutoland wool has risen steadily.

Nine wool sheds were built during the year at which flock owners can shear and class their wool under the supervision of wool classifiers trained and paid by Government. Buyers at the coast are particularly interested in wool classed in this way.

In 1948 the Basutoland Council agreed that the number of goats in the Territory should be reduced. A representative committee of Basuto goat owners met in April, 1949, and after some discussion worked out a method by which the number of goats in the Territory will be reduced from 640,000 to 480,000 over a period of 5 years. At the same time Angora rams will be introduced for re-sale to goat owners. In this way the quality of the goats will improve as the number decreases, and badly needed grazing will be available for other animals.

As stated earlier much of Basutoland is overgrazed and it has been clear for some time that the Territory as a whole is overstocked. The importation of livestock has been restricted since 1947 and a census taken in February and March, 1949, showed that the total number of livestock has decreased since then. The figures are as follows :

	<i>Decrease</i>	<i>Increase</i>
Bovines		1,983
Horses	9,452	
Mules		522
Donkeys	2,915	
Sheep	145,431	
Goats	37,746	
Pigs		111

Many head of stock died in the winter of 1949, as the grazing was poor owing to the drought and there was little maize stover, which normally provides a substantial contribution to winter feed.

A request has been made by the Basutoland Council that all livestock should be branded and registered, mainly as a measure to prevent stock theft. A pilot scheme was carried out in October, 1949, when some 50,000 head of stock were marked and registered. Much useful information was obtained.

Ten auction sales were held during the year, at which 1,562 cattle were sold for £14,671.

#### ANIMAL HEALTH

Apart from losses by drought the health of the livestock in Basutoland was satisfactory.

No outbreaks of anthrax were reported but prophylactic inoculations were carried out as necessary. All imported cattle are inoculated on arrival at the port of entry.

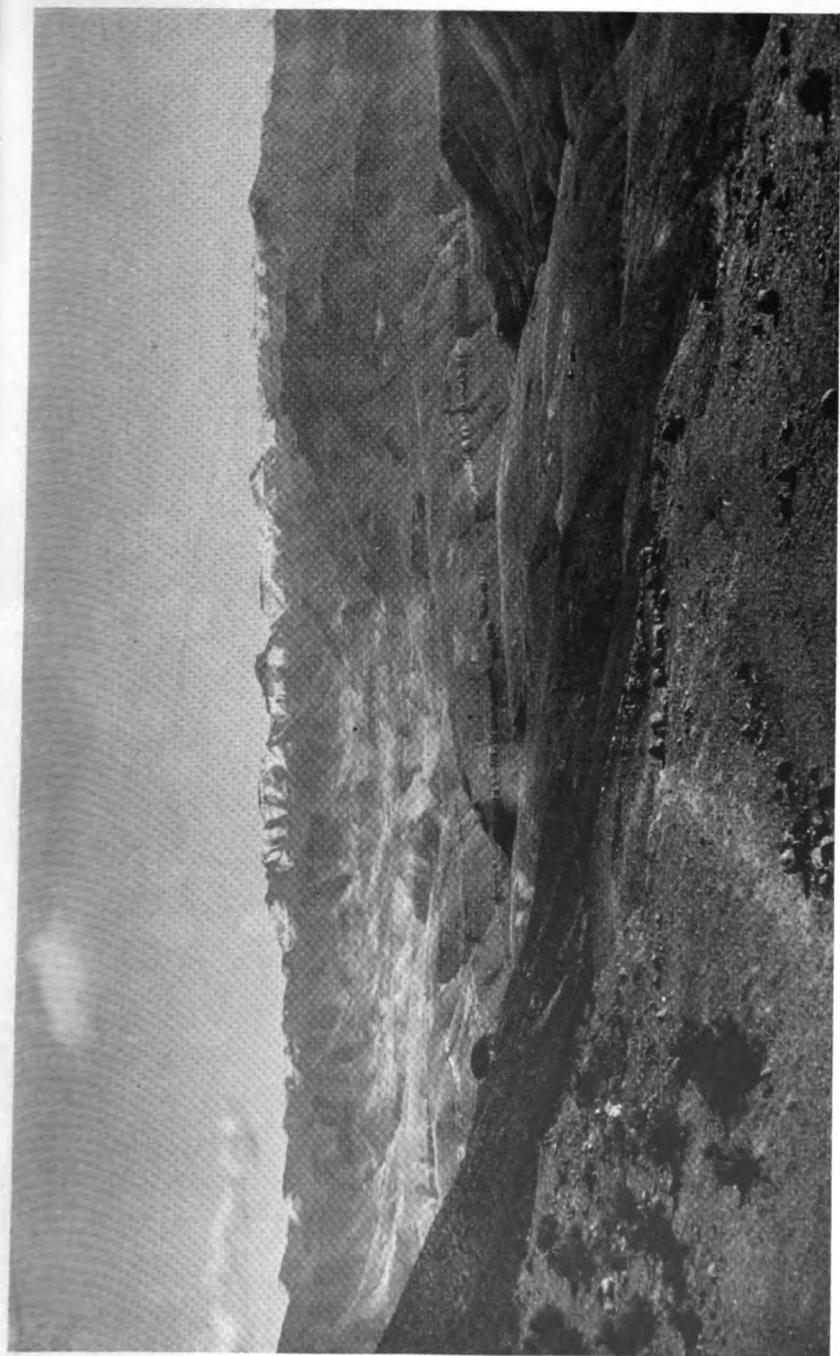
There is a great demand for quarter evil vaccine and in the spring months large numbers of susceptible cattle are inoculated before removal to the mountains,



"A Well Dressed Mosuto"

Digitized by Google





"A Mountain Valley" Google



"Going to Market"

The number of cases of strangles was above normal but the type was more benign, and no deaths from this disease were reported. Equine mange appeared to be on the increase and several reports of outbreaks were received.

Many cases of mastitis and of biliary fever in dogs were treated at the Clinic, which also dealt with hundreds of various minor disorders of livestock.

Many surgical operations and castrations were carried out at stock owners' requests.

#### ANIMAL IMPROVEMENT

The measures which are being taken to improve the type of sheep and goats in the Territory have already been described.

A herd of native cattle is being built up from locally purchased cows which are being mated to an Afrikaner bull from one of the best milking strains which is known in this breed. The object of this work is to produce for sale to Basuto animals of known ancestry which will give a good milk yield and which can withstand the rigorous conditions under which native cattle exist during the winter. It will shortly be possible to try out some of the young bulls of known milk producing ancestry.

A pure bred Arab stallion was purchased towards the end of the year. Other Government stallions are kept throughout the Territory.

## 2. CO-OPERATIVE SOCIETIES

#### GENERAL PROGRESS

In January 1948 an administrative officer was appointed to the post of Registrar of Co-operative societies after a special course of training. The first three-quarters of that year were taken up with the essential preliminary groundwork, while the remaining three months saw the establishment of the first three societies. 1949 has been a year of fairly rapid development and expansion—within the limitations imposed by a total Co-operative staff of one Registrar and two African inspectors, and by the necessity for laying solid foundations.

The most important and fundamental change has been in the attitude of the people themselves towards co-operation. Whereas in 1948 it was viewed generally with scepticism, if not with suspicion, there has arisen during 1949 a spontaneous demand for co-operative societies far in excess of what could be met, and the year ended with a waiting list of 26 groups applying for registration. This change in attitude is attributable partly to the propaganda leaflets which were distributed by the Registrar during the latter part of 1948 and early 1949, but mainly to

the people's observation of co-operation in action in the first societies, which has convinced many that it has very solid benefits to offer after all. The result has been that whereas 1948 was a year of persuasion and painful beginnings, 1949 has seen a spontaneous development almost greater than the Co-operative staff could control.

The following is a summary of the societies registered up to 31st December 1949 :

<i>Type of Society</i>	<i>Number of Societies</i>	<i>Number of Members at time of Registration</i>	<i>Share Capital at time of Registration</i>		
<i>1948</i>			£	s.	d.
Wool & Mohair Marketing	3	211	129	10	0
<i>1949</i>					
Wool & Mohair Marketing	3	142	142	0	0
Consumer	14	658	334	5	0
Agricultural	4	192	139	10	0
	24	1203	£745	5	0

The societies are spread over seven out of the nine districts of Basutoland, including the two mountain districts of Mokhotlong and Qacha's Nek.

#### CO-OPERATIVE WOOL AND MOHAIR MARKETING

This form of co-operative organization offers more scope probably than any other in Basutoland, and the turnover of these societies is incomparably greater so far than that of the other types. Their principal aims are to obtain the maximum return for the producer by exporting his wool and mohair direct to the coastal markets, and, by insisting on the wool being classed to full Government classing standards, to break down the prejudice that has existed against Basutoland wool in common with "native" wools generally and to enable it to sell on its own merits. That it has already gone some way towards achieving this latter object has been shown not only by the comments of the wool buyers but by the higher prices generally obtained for Government classed wool, as compared with other wools from Basutoland not classed to the same standards. There is no doubt at all as to the additional return to the producer, which has been considerable. These co-operative societies have been favoured, of course, by the rising market in wool ; prices have been extremely high on the open market of the Union of South Africa, while in Basutoland they have for the most part lagged far behind. Many traders are now competing strongly with the co-operative societies, however, and this itself is an illustration of how co-operation benefits a far wider circle than its actual members.

Mohair is dealt with in the same way as wool, except that in the absence of mohair classing standards and facilities in Basutoland the members' mohair is sent to the coast in their own bags, instead of being bulked in bales like their wool, and is classed by the brokers before being offered for sale. Here too the prices obtained have been very favourable. Very much less mohair is produced than wool. Its export is, therefore, of secondary importance.

The wool and mohair marketing societies also buy certain goods at wholesale rates on behalf of their members and sell members' skins and hides for them. The goods purchased consist mainly of stock-salt, sheep-shears, grain-bags and farm implements, but some clothing is also bought. During the winter months, when food was short and maize imports were restricted, some of the societies obtained quotas and purchased maize on behalf of their members. Skins and hides are despatched to Durban and East London for sale by the societies' wool-brokers, and the prices received have been considerably higher than those obtainable within the Territory.

#### CONSUMERS' CLUBS

The very high cost of living has given rise to a widespread demand for consumer societies. This is being met by the formation of "consumers' clubs", which carry only small stocks of the simplest kind, such as soap and paraffin, their main function being the bulk purchase from wholesalers, for cash, of goods ordered by their members. These societies have worked fairly well, their degree of success depending largely on the amount of energy shown by their secretaries and committees. The first such society was registered in March 1949 and the total number registered up to the end of 1949 was 14. Their total membership at the end of the year was roughly 825 and total capital approximately £430. They include one small European society, the only European co-operative society so far in Basutoland.

#### AGRICULTURAL CO-OPERATIVES

These societies resemble consumers' clubs, insofar as the bulk orders from wholesalers are concerned, but the emphasis is on agricultural improvement and membership is restricted to agriculturists. Their by-laws provide for the disposal of members' produce through the societies, though this has so far been done to a limited extent only. In two cases also the provision of thrift facilities, with compulsory monthly savings deposits, has been added to their other functions. Four agricultural societies had been registered by the end of 1949, with a total membership of about 260 and total share capital of about £200.

## CO-OPERATIVE LIVESTOCK MARKETING

There has been a certain demand for this type of society, especially in districts where Government does not sponsor regular auction sales. No livestock marketing societies have yet been formed, but during the winter months one wool marketing society exported a trial parcel of about 90 head of cattle and 50 sheep to the Durban abattoirs. The experiment was a success, and is likely to be followed up during 1950.

## CHAPTER VII

## SOCIAL SERVICES

## 1. EDUCATION

The number of pupils enrolled in school is nearly 4,000 higher than in 1948 and is the highest it has ever been ; seventy-five per cent of the children of school-going age are in school. It has become apparent that school attendances increase when the crops are poor, as the boys are not required for herding or the girls for hoeing or looking after the younger children when parents are in the lands. This has increased the pressure on the school accommodation which even before was limited at many schools. There are still approximately twice as many girls as boys in the primary schools, as many boys of school age are employed herding their fathers' stock. Unfortunately the experiments in mass literacy among herd boys had to be discontinued as two of the supervisors in charge of the scheme had to undertake other important duties.

There are 644 Aided and 99 Partially Aided Elementary Vernacular Schools (teaching up to Standard III or in some cases to Standard IV) ; there are also 94 unaided and private schools. The total enrolment in all these was 27,421 boys and 56,332 girls. There are 5 Government and 52 mission aided intermediate schools (that is, schools teaching Standards IV-VI), with a total enrolment of 2,598 boys and 3,518 girls. There were 569 boys and 339 girls in the 11 secondary and technical institutions in the Territory.

District Advisory Committees continue to give useful advice not only in the allocation of building grants but also in making recommendations for new intermediate schools, Standard IV classes, and so on. These committees have undoubtedly helped the people to feel that they have a share in the education work which is being done in the Territory. The Central Advisory Board on African Education and the Standing Committee of the Board have also been of great value. They have considered amongst other matters the question of a Provident Fund for

institution teachers, the relations between managers and teachers, building grants for Form A classrooms, further facilities for secondary education for girls, the provision of further intermediate schools, the provision of a commercial course, fees in institutions, and regulations concerning corporal punishment in schools.

In the second half of the year it became apparent that the introduction of import control by the Union of South Africa would result in an estimated drop in the revenue of the Territory of about £100,000 in a full year. It was decided, therefore, that in order to balance the Territory's budget drastic cuts must be made in expenditure and the Education Vote was reduced by £12,000. It had been thought that most of the necessary savings would have to be made from grants-in-aid of education and from teachers' salaries. However, by reducing the headquarter's staff, by effecting savings at the Lerotholi Technical School, the Basutoland High School and the controlled intermediate schools, by not replacing unqualified by qualified staff in mission schools, or employing the 10 new teachers per annum allowed in the 10-Year Plan, by abolishing substitutes for teachers on sick leave, and by not expanding further Form A classes and intermediate schools, the direct savings to be effected on present teaching staff were reduced to £5,000.

It was eventually decided that it would be necessary to retrench 143 unqualified teachers in order to save this amount. Fortunately, however, the financial position of the Territory improved before the end of the year and the notices of retrenchment, which had already been sent to the teachers concerned, were cancelled.

It is unfortunate that the falling revenue has precluded such developments as the replacement of unqualified by qualified staff, employment of new staff, and the opening of more intermediate schools, all of which are necessary if the quality of education is to continue to improve.

A new syllabus for the Elementary Vernacular schools has been approved and will be ready for use before the new school year starts. Stress has been laid on the productive subjects, such as gardening and nature study, handwork, singing and recreation.

Although school committees are not as yet compulsory, an increasing number are being started. These committees are usually advisory and consist of the manager and five members, three of whom are nominated. The duties of the committee are to assist the manager in the provision of adequate school accommodation, the care of school furniture and equipment, the provision of a school garden, the regular attendance of pupils, the representations of parents, the carrying out of recommendations made by Education officials, and recommendations in regard to the appointment, leave and discipline of teachers.

Two further Form A classes were started during the year at mission intermediate schools, one of which is situated in the mountains. Plans for an increase in the number of intermediate schools were drawn up by the Central Advisory Board for implementation over the next few years, but unfortunately the financial situation has stopped any such developments.

Experiments in the "Shift System" by which children in Standards I-III attend in the morning and those in the Grades in the afternoon have continued, usually with success. This system was introduced in 1948 on the recommendation of the Central Advisory Board on Education, in order to cut down the number of pupils per teacher without turning children away from school. It was, however, decided in accordance with the wishes of the Basutoland Council that it should be introduced only when the manager, teacher and parents agreed. Unfortunately a number of teachers and parents who have had no practical experience of the working of the system are opposed to it and it has not therefore been introduced as widely as is desirable.

For the first time a system of loan bursaries was introduced ; two students have in this way been enabled to take a post-graduate diploma in education. A further two students were sent to England with overseas scholarships provided by the Basutoland Government. One of these students is at Oxford doing research in the teaching of English to foreign students, and the other is taking the professional teachers' certificate at the Institute of Education, London University.

With funds made available from the Colonial Development and Welfare Fund, a steady improvement is taking place in school buildings. Some missions, however, have found it difficult to raise money on a £ for £ basis and not as much building has been done as was hoped.

The Pathfinder Scout Movement had 55 troops in operation with 1,037 scouts. The missions are giving the movement their support but the difficulty has been to find either Europeans or Africans to take over executive posts in the movement. Three Scouters' Training Camps were held during the year, and 9 scouts were sent for training to Pietermaritzburg in the Union of South Africa. Although there has been a small increase in the number of Guide Companies and Sunbeam circles, the number of Guides and Sunbeams has decreased slightly. This is largely due to the "Shift System" referred to above as some parents will not allow their children to wait at school until the teachers are free to take their troops after the afternoon shift. Guiding has otherwise progressed steadily in the schools, and the usual ceremonies in Maseru and the districts were held on Thinking Day and Guide Sunday.

Although the Home Industries Organization continues to turn out a steady amount of work the Finance Committee of the Native Administration became seriously concerned about the financial position of the organization. The Paramount Chief was, therefore, asked to appoint a committee to review the working of the Organization and the progress made since 1946, to consider the present financial position, and to make recommendations on future policy. Five African teachers were appointed to form the committee.

Their report was approved by the Basutoland Council and was accepted with various minor alterations by the Resident Commissioner and the Paramount Chief. The main changes were the closing at the end of 1949 of four small centres, which had not been well supported ; the placing of the whole organization under the Native Administration ;

and the appointment of the Deputy Organizer, who is an African, as Organizer when the present Organizer's contract finishes early in 1950. There is a steady improvement in designed fabrics such as bed spreads, hand bags, chair back covers and other types of fancy work ; these fabrics appeal to European tourists but scarves and blankets are the only products which are normally purchased by Basuto.

The officer who had been seconded from the Education Department in 1948 continued to act as Public Relations Officer for the major part of the year. It then became necessary to abolish this post as a result of the drop in the Territory's revenue after the introduction of import control in the Union of South Africa, and the officer returned to purely educational duties.

During the year the Mobile Cinema toured each of the lowland districts twice and Qacha's Nek once. One hundred and thirteen shows were given, with the following estimated attendances :

<i>Type of Audience</i>	<i>No. of shows</i>	<i>Estimated Total Attendance</i>
General public	75	16,850
Schools	21	4,670
Special Groups (Government Staff, Teachers, etc.)	17	1,630
Total	113	23,150

The shows continued to arouse great interest. A unit from the Rank Organization visited the Territory in September to shoot material for a film on the High Commission Territories to be produced as one of the series entitled "This Modern Age".

Some thirty new films were added to the Film Library during the year : these were mainly Colonial Film Unit productions supplied through the United Kingdom Information Office, which also continued to supply British News reels regularly. Back numbers of newsreels were periodically sorted out, excerpts from some being made into reels on special subjects, one for instance dealing with the Royal Family and another with Sporting Events, while the rest were distributed to Missions owning projectors. A few films were bought, including some comic cartoons, to add entertainment value to the programmes. Three Mission Schools borrowed films fairly regularly.

In the course of the year forty bulletins and articles, ranging from short news items and announcements of official events to articles explaining Government policy and extensive reports of Basutoland Council debates, were issued to the press.

The relatively small circulation in Basutoland of all the Sesuto papers precludes any great faith in the influence of the press, and possible stimulative measures were discussed at length with representatives of the Bantu Press, with the particular object of obtaining better value for the Government subsidy paid to the Sesuto paper *Mphatlalatsane*, which covers space reserved for official material and the distribution of a large

number of free copies. The proprietors were successful in establishing a number of new correspondents and agents in Basutoland. As a result the paper improved considerably in interest and news value and an increase in the paid circulation was reported, while a shorter and more effective free distribution list was compiled.

A pamphlet on Mothercraft and a poster on the value of milk were published for the Medical Department.

## 2. HEALTH

The Government Medical Staff of the Territory consists of a Director of Medical Services, 13 Medical Officers and one District Surgeon. At present there are 12 Medical Officers and an African Houseman who commenced his internship on 1st July, 1949. A Medical Officer is stationed at each of the District Headquarters. There is also a Medical Superintendent at the Leper Settlement. A Health Inspector is in charge of general sanitation and Public Health.

There are five Government Hospitals staffed by European nurses with subordinate African staff, and two hospitals staffed by trained African nurses with subordinate staff. A new 30-bed hospital is under construction at Teyateyaneng. The total accommodation in Government hospitals is 329 for Africans and 11 for European patients. At each District Dispensary clinics are carried out daily for patients by the Medical Officer in charge. There are three sub-dispensaries which are visited weekly by a Medical Officer.

There is no mental asylum in Basutoland, and owing to the acute shortage of accommodation in Union Asylums, it has been impossible to get accommodation for lunatics. A temporary Mental Detention Centre, built in 1943 at Mohale's Hoek, is being used to house the more dangerous lunatics. This arrangement is far from satisfactory, but supplies an urgent need. There was a daily average of 83 patients in the Centre during the year. 38 new cases were admitted and 29 were discharged.

A Board was recently held by the Director of Medical Services and Medical Officer on most of the inmates of the Centre and 21 of them were found to be much improved and sufficiently fit to return to their homes.

During 1949 7850 cases were admitted to Government hospitals, compared with 7296 in 1948. 3967 operations were performed, (752 major).

In the Maternity Ward at the Maseru Hospital (14 beds) 578 cases were admitted. This number is included in the total of hospital admissions shown above. Only case of first labour, and cases of possible complication are admitted. Ante-natal and Child Welfare Clinics are held twice a week in this ward, where there were 2988 attendances.

The following additions are being made at the Maseru Hospital :

- (a) New quarters for the Matron.
- (b) The General Hospital and the Discharged Soldiers' Hospital are now being joined by a covered passage.
- (c) Two new European wards are being completed.

A New Hospital at Teyateyaneng is being built from Colonial Development and Welfare Funds and should be ready for occupation by 31st March, 1950.

There are three Mission Hospitals which are subsidized by the Government at Roma, Morija and Ntaotes with 40, 32 and 22 beds respectively. Each of these Hospitals has an out-patient department.

The following tables give a summary of the work which has been carried out at Government and Mission hospitals during the year :

### GOVERNMENT HOSPITALS

District	In-patients treated in hospital	Operations		Out-patients treated in Dis- pensaries including those re- ceiving injections for Syphilis			Total
		Major	Minor	First Attendances	Subsequent Injections	for Syphilis	
Maseru	3,113	343	469	30,846	14,098	4,437	53,306
Leribe	1,125	198	537	19,851	24,787	11,236	57,734
Mafeteng	1,030	58	579	33,722	23,440	5,695	64,524
Mohale's Hoek	606	90	733	13,916	7,705	7,791	30,841
Qacha's Nek	560	17	151	7,912	2,054	1,698	12,392
Quthing	879	15	418	10,505	2,227	1,492	15,536
Teyateyaneng	86	1	92	19,092	5,735	2,740	27,746
Mokhotlong	451	30	236	4,998	558	160	6,433
<b>Total</b>	<b>7,850</b>	<b>752</b>	<b>3,215</b>	<b>140,842</b>	<b>80,604</b>	<b>35,249</b>	<b>268,512</b>
District Surgeon, Butha Buthe							<b>1,471</b>
							<b>269,983</b>

### MISSION HOSPITALS

Hospital	In-patients treated in hospital	Operations		Out-patients treated in Dis- pensaries including those re- ceiving injections for Syphilis			Total
		Major	Minor	First Attendances	Subsequent Injections	for Syphilis	
Roma	564	20	85	3,611	1,241	752	6,273
Scott Hospital							
Morija	679	22	106	7,340	2,903	3,567	14,617
Paray Hospital							
Ntaotes	523	5	81	6,930	2,090	1,182	10,811
<b>Total</b>	<b>1,766</b>	<b>47</b>	<b>272</b>	<b>17,881</b>	<b>6,234</b>	<b>5,501</b>	<b>31,701</b>

## EPIDEMIC AND GENERAL DISEASES \*

*Diphtheria.* There was a widespread epidemic of diphtheria throughout the country, especially in the centre of the Territory. 267 cases were reported with 27 deaths. It is certain that there were many more cases in remote villages which were not reported. Wherever there was a reported outbreak, prophylactic inoculations were given.

*Typhus.* 27 cases were notified during the year, with 7 deaths. The majority of cases were reported from Mafeteng (14) and Leribe (6). Whenever there were known cases of typhus present disinfection and delousing with D.D.T. was carried out at once with good results.

*Typhoid Fever.* 200 cases were notified, of which the majority came from Maseru and Mafeteng districts. There were 32 deaths. The infection was water-borne in every case, and in many instances it was found that the villagers were using water from dams or soil erosion furrows. Whenever there was a large outbreak, prophylactic inoculations with T.A.B. vaccine were carried out.

*Tuberculosis.* 547 cases of pulmonary tuberculosis were notified with 40 deaths, and 444 other tuberculosis cases with 19 deaths. This shows an increase of 142 cases on the number reported in 1948.

*Pellagra.* 2389 cases were reported which shows an increase of 1136 on 1948 figures. The reason for this increase is that there was a drought at the end of 1948 and beginning of 1949. The majority of these cases were seen at Leribe (706), Teyateyaneng (504) and Maseru (500).

*Avitaminosis.* 1214 cases were reported. This occurred mostly among children and was due to protein deficiency as the result of lack of milk. The majority of cases were at Leribe (332) and Maseru (284).

*Water Supplies.* The protection of village springs has continued, and 9 new springs have been built and 29 repaired. During the first 9 months of the year water supplies were poor owing to the drought, but the supply now, on account of good rainfall during the last three months of the year, is good in most villages.

*Sanitation.* Generally this is primitive. With few exceptions where septic tanks have been installed, the disposal of sewage in Government reserves is done by the bucket system. In Maseru the contract for clearance by mechanical transport, which was instituted in December, 1947, is working well.

\* The figures given in this section are taken from returns submitted by the Government Dispensaries and do not include annual returns of statistics submitted by Mission Hospitals. Certain missions submit an annual return of infectious diseases but they do not make weekly notifications owing to their remote situations.

The Health Inspector, who was appointed in 1947 has carried out great improvements in sanitation generally, and in the closer supervision of the abattoir and the inspection of meat.

#### LEPER SETTLEMENT

The Leper Settlement is situated at Botšabelo, which is four miles from Maseru. It is staffed by a Medical Superintendent, European Matron and sister, two African Trained Nurses, with a European staff of Clerk, Compound Manager, Farm Bailiff and Artisan. There is a large African staff of Office Clerks, Dispensers, guards, mechanics and casual labourers.

There are eight Leprosy Inspectors who travel through Basutoland inspecting villages for likely cases of Leprosy. The majority of new cases are reported by them.

On 31st December, 1949, there were 610 patients at the Settlement. During the year 91 were admitted to the Asylum and 49 were discharged.

The outstanding feature of the year's work has been the introduction of sulphetrone therapy on a regular basis. During 1948 a few individuals received small doses for short periods without significant results, but in May, 1949, fifty selected lepromatous cases began a regular course of larger doses. At the end of three months obvious improvement had occurred in the appearance and mental outlook of most of these cases. Their enthusiasm for this treatment is shown not only by their own statements but by the exemplary regularity with which they continue to attend the drug issues even on Sundays and holidays.

The use of sulphetrone is being restricted by its high price, for the cost of the treatment to-day works out at about £20 a year for each case. Di-amino-di-phenyl sulphone (under the proprietary name of Alvo sulphone) was used in Nigeria and elsewhere last year and is claimed to be as effective as sulphetrone at a fraction of the cost. A supply has been ordered and will be used as soon as it is received.

Lepers who are not actually infectious are given periodic leave to go to their homes. They are taken by a special motor bus to the administrative centre which is nearest to their home and are brought back to the settlement at the end of their leave. This helps to keep the patients content and breaks the monotony of a long stay at the settlement. (The number of desertions has greatly decreased since this privilege was granted to the patients.)

Patients are encouraged to have hobbies such as farming, chicken breeding and weaving. The boys play Association Football and the girls have their own Girl Guide troop. Cinema shows are given fortnightly.

### 3. HOUSING

The Basuto live in small scattered villages under tribal authority and their huts are, on the whole, healthy if primitive. They are usually built of rough stone or of sods and are roofed with thatching grass or in

some areas in the mountain with wheat straw. The floors are smeared by the women with mud and cow dung and frequently the inner and outer walls are treated in the same way. The walls are often decorated with traditional designs in various colours.

The traditional hut is circular in shape but nowadays many Basuto prefer to build rectangular huts which are in some cases roofed with corrugated iron. The wealthier people build houses of cut stone or of brick and buy stock-size doors and glazed windows.

In the old days it was the custom for each man to build and thatch his own house but many of the younger generation have no knowledge of building. They are, therefore, compelled to hire others to do this work for them.

If a man wishes to build he asks his chief or headman for a site. Any building he may erect remains his property unless he leaves the village, in which case the chief may allocate it to some other person but at no charge. The original owner is, however, allowed to remove the doors and windows if he wishes to do so.

There are no factories or industrial undertakings in Basutoland, and the problem of housing industrial workers has not therefore arisen.

The small European population consists for the most part of civil servants, missionaries and traders, and is as a rule well housed in buildings of local cut stone. Since the war, however, Government departments and commercial enterprises have expanded and a number of houses in Maseru have been built of brick since it is quicker and cheaper to build with brick than with stone.

During the year six European Government houses were completed. One house has also been finished at Leribe.

31 African Staff quarters were completed during the year.

Owing to the loss of revenue resulting from the introduction of import control in the Union of South Africa, the building of new quarters for Government officials has been suspended.

#### 4. SOCIAL WELFARE

As the Basuto live in small scattered village communities and there are no towns or industrial undertakings where workers of the poorer class are concentrated, there are no slums and no problems arising out of urban conditions such as exist in the Union of South Africa.

Much valuable work is done throughout the Territory by youth movements such as Scouts and Guides and by the Homemakers association. These organizations are run entirely by voluntary workers, both European and Basuto.

Community Halls are being built by Government at all District Headquarters. At each Headquarters a committee of Africans has been appointed to assist the District Commissioner with the planning and building of the Hall and to organize the activities which are to take

place there. It is considered essential for the development of these Halls as centres of social life that the activities should spring from the efforts and wishes of the people themselves.

A Community Hall and Library were completed in Maseru in 1948. The money for their construction was generously given by a Commercial firm in the Territory and by a resident of Maseru. Events which took place in the Hall during 1949 included lectures, plays, film shows, musical evenings, concerts, dances and meetings of various associations.

It is encouraging to note that a Youth Club has been formed by the African residents of Maseru, entirely by their own initiative and effort.

Amongst his other duties the Welfare Officer acted as Chairman of the Pension Board and of the Executive Committee of the Basuto Soldiers' Benefit Fund.

The Pension Board consists of four members :

Chairman (Welfare Officer)

Civilian Medical Officer (Dr. H. W. Dyke, C.B.E., retired Director of Medical Services, Basutoland)

Civilian Medical Officer detailed by Director of Medical Services  
Representative of the Paramount Chief.

The Board meets weekly to consider the applications of disabled ex-soldiers and to make awards.

The following comparative tables show the number of cases dealt with in 1948 and 1949 :

<i>First Applications</i>	<i>1948</i>	<i>1949</i>
Pensions	48	37
Permanent Pensions	5	9
Dependents Pensions	19	17
Dependents Gratuities	1	1
Gratuities	59	13
No. Awards	39	15
No. Awards for Dependents	2	5
	<u>173</u>	<u>97</u>
 <i>Re-examinations</i>	 <i>1948</i>	 <i>1949</i>
Pensions	167	110
Permanent Pensions	89	42
Dependents Pensions	47	21
Cessation of Pensions	21	6
Gratuities	108	32
No. awards for Dependents of deceased A.P.C. & H.C.T.C. Pensioners	3	-
	<u>435</u>	<u>211</u>

There remain 172 soldiers medically boarded out of the army who have not yet applied for pensions. There are also 40 cases of dependents of deceased soliders from whom no applications have been received. Every effort has been made to find these people but they are mostly reported to be in the Union of South Africa at unknown addresses.

Certain improvements in pensions rates have been approved with effect from 1st April, 1948. These include increased allowances for children of disabled ex-soldiers and of deceased soliders, gratuities to widows on re-marriage, and pensions to widows and children of ex-soldiers who die from non-pensionable disabilities, provided that their pensionable disability was not less than 40 per cent.

Soldiers' pensions vary between a maximum of £50 per annum to a volunteer with a 100 per cent disability and £10 per annum for a 20 per cent disability, with appropriate increases for a wife and each child. A widow receives £25 per annum and £10 per annum extra for each child. Men whose degree of disablement is assessed at less than 20 per cent receive a gratuity, the amount of which depends on the duration of the disablement.

The Basuto Soldiers' Benefit Fund was established out of contributions received from the Basutoland War Levy, the Governor General's War Fund, and P.R.I. funds of the contingents who served in the Middle East. The Fund totalled £24,873.

Applications for assistance are first considered by District Welfare Boards and are then passed with the Board's recommendation to the Executive Committee of the Fund.

141 applications were considered by the Executive Committee in 1949 and assistance was granted in 61 cases. 31 of the grants made were Education Bursaries and Family Allowances to ex-soldiers studying at schools and colleges. The remaining 30 grants covered re-habilitation, relief, etc. £1,710 was paid out of the Fund during the year.

The tax collecting Agency established on the Rand in 1932 and mentioned in an earlier chapter now includes among its more important duties the welfare of the Basuto working in the mines and in industry in the Union of South Africa. During the year the Agent, an Administrative Officer seconded from the Territory, and his Deputies, carried out inspections of numerous compounds and the conditions of work in many industrial undertakings. Labour Agents in the Territory may recruit only for those mines and industries where conditions are found to be suitable.

Labourers on the Reef continue to make great use of the Agencies, which serve to help these men to keep in touch with their homes. Requests for assistance from districts in the Territory are frequent and it is usually possible to arrange for cash remittances or for repatriation. Destitute and stranded Basuto are frequently assisted and the Agent and his Deputies often help to settle matrimonial differences.

## CHAPTER VIII

### LEGISLATION

The following is a list of the more important legislation in 1949 :

Proclamation No. 14 of 1949.—The Basutoland Women and Girls Protection Proclamation, 1949, which makes provision for the protection of mentally defective women and girls under the age of 16.

Proclamation No. 25 of 1949.—The Basutoland Widows' and Orphans' Pensions Proclamation which establishes a Widows' and Orphans' Pension Fund, and makes provision for the granting of pensions to the widows and children of European officers employed in the service of the Government of Basutoland.

Proclamation No. 46 of 1949.—The Basutoland British Nationality (Supplementary Provisions) Proclamation, 1949, which makes provision for the fees payable in respect of any application made under the British Nationality Act, 1948.

Proclamation No. 49 of 1949.—The Basutoland Credit Restriction Proclamation, 1949, which amends the law relating to the regulation and restriction of the grant of credit and similar facilities to natives living in Basutoland, and ensures that such natives do not incur pecuniary liabilities beyond their means and capacity to pay.

High Commissioner's Notice No. 90 of 1949, which makes provision for the recording of proceedings in the High Court.

High Commissioner's Notice No. 97 of 1949, which makes provision for Exchange Quota arrangements.

High Commissioner's Notice No. 98 of 1949, which makes provision for Exchange Control.

High Commissioner's Notice No. 123 of 1949, which confers jurisdiction on the Native Courts to try contraventions of certain sections of the Basutoland Native Tax Proclamation, 1942.

High Commissioner's Notice No. 130 of 1949, which, for the purpose of Proclamation No. 8 of 1903, specifies cats as animals liable to the disease of rabies.

High Commissioner's Notice No. 149 of 1949, Regulations under the Trade Unions and Trade Disputes Proclamation, 1942.

High Commissioner's Notice No. 236 of 1949, which makes provision for the control of petrol.

High Commissioner's Notice No. 258 of 1949, which makes provision for the prevention or relief from double taxation in respect of income tax between the United Kingdom and Basutoland.

## CHAPTER IX

# JUSTICE, POLICE AND PRISONS

### 1. JUSTICE

The laws in force in Basutoland include those of the Cape of Good Hope up to the 18th March, 1884, except where repealed or altered by Proclamation of the High Commissioner, who is empowered to make by Proclamation such laws as may be necessary for the peace, order and good Government of the Territory. Accordingly, the common law of the Territory is Roman-Dutch common law, supplemented by statute law which is often based on that of the Union of South Africa. The Criminal Procedure and Evidence Proclamation is based on the South African Criminal Procedure and Evidence Act which is derived from English Criminal Law. Native Law and Custom in so far as it is not repugnant to the principles of justice and morality, or the laws of the Territory, is also in force.

The Basutoland Courts of Law consist of :

#### 1. THE HIGH COURT

*The High Court* which constitutes the Supreme Court of Basutoland from which an appeal lies to the Privy Council. This Court, which superseded the Court of the Resident Commissioner, was constituted under Proclamation 57 of 1938. It is presided over by the Judge of the High Commission Territories, and has jurisdiction in all cases both civil and criminal which arise in the Territory. The High Court is also a Court of appeal from all Subordinate Courts, and has full powers of review in respect of all proceedings of Subordinate Courts. When the High Court is not in session these powers are vested in the Judge. At any trial the Judge has the power to call for one or two Administrative Officers as Advisers, and one or more African Assessors to assist him, but the decision is vested exclusively in the Judge.

#### 2. SUBORDINATE COURTS OF THE FIRST, SECOND, AND THIRD CLASS

In the nine districts of the Territory, there are Subordinate Courts of the first class, presided over by the District Commissioner of each district, and also subordinate courts of the second and third class, presided over by Assistant District Officers and cadets, the limits of whose jurisdiction are clearly defined in Proclamation No. 58 of 1938. Appeals lie

from these courts to the High Court of the Territory. A District Officer has now been appointed as a full-time Magistrate to hold a Court of the first class in each district. District Commissioners are thus relieved of a certain amount of their Court work and have more time for their administrative duties.

The powers of these courts are as follows :

### *Criminal*

(a) *First Class*: Presided over by a District Officer. Can impose sentences with or without the option of a fine up to a maximum of two years imprisonment with hard labour or a fine of £100. In certain cases a whipping not exceeding fifteen strokes with a cane may be imposed.

(b) *Second Class*: Are courts of an Assistant District Officer. The maximum sentence is Imprisonment with hard labour for one year or a fine not exceeding £50. A whipping not exceeding eight strokes may be imposed in certain cases.

(c) *Third Class*: Are courts of an Assistant District Officer (Cadet) with maximum jurisdiction limited to six month's imprisonment with hard labour or a fine of £10.

These courts have no jurisdiction to try as Courts of first instance any person charged with treason, murder, rape or sedition. A preparatory examination is held, and the record is transmitted to the Attorney General who may decide *inter alia* :

- (i) Not to indict the accused.
- (ii) To indict the accused before the High Court.
- (iii) To remit the case to the District Commissioner for trial with or without increased jurisdiction.
- (iv) To remit the case to the District Commissioner for the hearing of further evidence.

### *Civil*

In Civil cases, subordinate Courts of the First Class have jurisdiction in all actions where both parties are natives and all other actions where the claim or value of the matter in dispute does not exceed £500, and of the Second Class where the matter in dispute does not exceed £250. Subordinate Courts of the Third Class have no civil jurisdiction.

*Criminal procedure* in use in subordinate Courts is laid down in the Criminal Procedure and Evidence Proclamation (No. 59 of 1938) and Civil Procedure is laid down in the Subordinate Courts Proclamation No. 58 of 1938, and in the Rules issued thereunder and promulgated in High Commissioner's Notice No. 111 of 1943.

### 3. THE JUDICIAL COMMISSIONER'S COURT

It was established by Proclamation 16 of 1944 to hear civil and criminal appeals from the Courts of the Paramount Chief. Formerly appeals from Native Courts were heard by District Commissioners, but they became so numerous that it was found essential to establish this special court to deal with them. This court is the court of appeal for matters decided according to native law and custom and appeals from this Court to the High Court can be made with the permission of either the High Court or the Judicial Commissioner.

### 4. NATIVE COURTS

Native Courts were formally recognized and given special powers and jurisdiction under Proclamation No. 62 of 1938. These Courts are established by a warrant issued by the Resident Commissioner with the approval of the High Commissioner, and may exercise civil and criminal jurisdiction to the extent set out in their warrants. They have no jurisdiction over any parties other than Natives as defined in the General Interpretation Proclamation (No. 12 of 1942). They deal mainly with offences against Native Law and Custom and infringements of the Paramount Chief's orders, or those of Chiefs and sub-Chiefs, and with civil disputes. District Officers have access to Native Courts and the right to examine case records with powers of revision in the event of a miscarriage of justice.

The Paramount Chief's Court is a Court of appeal from the Courts of Ward Chiefs. Any person aggrieved by a decision of this Court may appeal to the Court of the Judicial Commissioner.

When the National Treasury was inaugurated on 1st April, 1946, Native Courts were considerably reduced in number. Courts are now distributed in proportion to the population and are graded according to the number of tax-payers they serve. Thus a Ward Chief will have an "A" Court and in the area of a chief who has less tax-payers there may be a "B" Court. Under the old system the fines received from the Courts were taken by the Chiefs as a perquisite of their position, a practice which was obviously open to abuse, for as in mediaeval England "*justitia magnum emolumentum est*". With the inauguration of the National Treasury, however, all fines are paid into the National Treasury revenue. The Chiefs now receive fixed allowances and their Courts are presided over by Presidents and have other officials to assist them who are all paid from Native Administration funds. There is no doubt that the reduction of Native Courts from over 1,300 to 107 has resulted in a more efficient and equitable system of justice.

Chiefs and headmen now have no judicial powers apart from those which may be conferred on them as members of Native Courts established by warrants issued by the Resident Commissioner with the approval of the High Commissioner. They may, however, act as arbitrators in the case of a civil dispute which neither party wishes to bring before the Courts.

### THE JUDGE OF THE HIGH COURT

The Judge of the High Court is also Judge of the High Courts of Swaziland and the Bechuanaland Protectorate, and is Legal Adviser to the High Commissioner. He is not resident in the Territory except when the High Court is in session.

### THE ATTORNEY GENERAL

The Attorney General, who is a practising member of the Johannesburg bar, acts in a similar capacity for both Swaziland and the Bechuanaland Protectorate. He is also legal adviser to the three High Commission Territories.

### THE LEGAL SECRETARY

This post, which was created in October, 1947, includes the posts of Master, Registrar and Sheriff of the High Court. The Legal Secretary is also local legal adviser to the Government and is responsible for deeds registration, legislative drafting, control of the Judicial & Legal Vote and the registration of Births, Deaths, and Marriages.

### REGISTRAR OF THE HIGH COURT

An innovation in the High Court during the year was the recording of all proceedings by Government-owned belt recording machines. The system has so far been entirely satisfactory, and has made it possible for more complete records of all High Court proceedings to be kept. The same machines, also operated by the staff of the Legal Secretary, are used to record the proceedings of the Basutoland National Council. The saving effected by the introduction of this system was more than sufficient to cover, within the first year of operation, the initial outlay involved.

The duties of the Master of the High Court include the supervision of the administration of the estates of persons other than Africans who are deceased or who are lunatics, and also of the administration of all insolvent estates. He is also responsible for the administration of the Guardians' Fund.

The Legal Secretary is responsible for the registration of births and deaths of persons other than Africans under the provisions of Proclamation No. 17 of 1947. Prior to this there was a voluntary system of registration governed by the Cape of Good Hope Act No. 20 of 1880.

During 1949, 44 births and 5 deaths were registered.

The Legal Secretary has also been made responsible for the registration of marriages under Proclamation No. 7 of 1911. Two thousand one hundred and forty-five marriages were registered in terms of this Proclamation during 1949. (This figure includes marriages by Africans but not customary unions according to Basuto custom, except where parties to customary unions have subsequently married according to Christian rites.)

## PROCEEDINGS OF THE HIGH COURT

During 1949, 14 trial cases, involving 72 accused persons, were heard by the High Court. 8 of these cases dealt with the crime known as "ritual" murder, and involved 61 accused persons. 49 were found not guilty and discharged, 7 were sentenced to death and 5 were found guilty either of assault or of being accessories after the fact and were sentenced to 2 years imprisonment each. Of the 7 persons sentenced to death, 5 have made application for leave to appeal to the Privy Council, one has notified his intention of doing so, while the remaining one has had his sentence commuted to a term of imprisonment. 11 accused persons were tried for murder (as opposed to "ritual" murder) and of these 7 were found guilty of culpable homicide and 4 were found not guilty and discharged.

40 criminal appeals were dealt with during 1949. 16 appeals were allowed ; 16 were dismissed ; 6 were struck off the roll, the appellants being in default ; one sentence was varied ; and one appeal was withdrawn before hearing.

261 Subordinate Court cases were reviewed by the Judge of the High Court. In 10 of these the convictions and sentences were set aside, and in a further 10 cases the sentences were amended. In 2 cases the Judge declined to review the proceedings as appeals had been noted. In the remaining cases the convictions and sentences were confirmed.

In addition to cases subject to automatic review, summarized particulars of sentence in all Subordinate Court cases are scrutinized in the office of the Registrar of the High Court, and where necessary, cases not ordinarily reviewable are submitted to the Judge for review.

There was very little civil work dealt with by the High Court during 1949.

## THE JUDICIAL COMMISSIONER

The Judicial Commissioner is on circuit throughout the year and during 1949 visited each District twice and some Districts three times. The total number of appeals heard by him was 352. In 173 cases the judgment of the African Courts was upheld ; in 18 cases the judgment of these Courts was varied ; in 51 cases the judgments were reversed ; 69 cases were returned to the lower courts for re-hearing ; 33 cases were struck off the roll for want of prosecution ; and 17 cases dealt with miscellaneous matters. In addition the Judicial Commissioner heard 24 petitions in terms of Proclamation No. 16 of 1944 and of these 7 were granted.

## 2. POLICE

### ADMINISTRATION

The Territory is divided for police administrative purposes into five Divisions, which in turn are divided into nine Police Detachments.

The Deputy Commissioner in addition to his duties as second in command of the Force, is in command of a Division and controls the Detachment at the capital, which is his Divisional Headquarters.

A Superintendent of Police, normally stationed at Divisional Headquarters, is in charge of each of the remaining Divisions. He commands the Detachment at his Divisional Headquarters and is responsible to the Commissioner of Police for all the Police work in his sub-Division.

An Assistant Superintendent is stationed at each of the remaining Detachments contained within a Police Division. He is responsible to the Superintendent for all the Police work of his Detachment.

All non-commissioned ranks are recruited from among the Africans of the Territory.

### POLICE TRAINING SCHOOL

The Police Training School is under the supervision of an Assistant Superintendent. He has a staff of one Sergeant, one Corporal instructor and one Trooper provost.

The School is accommodated at Walker's Camp on the Maseru Reserve, where suitable buildings of a permanent nature have been erected. These include a dormitory, with accommodation for forty men, and a block of buildings consisting of lecture rooms, recreation and dining rooms, canteen, kitchen, pantry and ablution rooms. Quarters for the European Officer, stables, forage, and saddle rooms were completed during the year.

95 recruits received training during the year, and of that number 53 were passed out as efficient and posted to Divisions for police work, 8 were discharged as unsuitable, and 34 remained to complete their training.

### CRIMINAL INVESTIGATION DIVISION AND RECORDS BUREAU

An Assistant Superintendent of Police is in command of the Criminal Investigation Division.

The duties of this Branch of the Force cover inter alia :

- (i) Legal work.
- (ii) An intelligence system and collation of information to enable the Commissioner of Police to keep Government advised of the state of crime throughout the Territory.

- (iii) Responsibility to the Commissioner of Police for the final preparation of cases and the organization of all matters relating to the Basutoland High Court, and the satisfactory presentation of Police prosecutions for the Attorney General.
- (iv) The publication of Criminal Investigation Divisional Circulars for despatch to the various out-stations containing instructions and advice for the guidance of officers and other ranks on all subjects relating to the successful investigation of crime and the prosecution of offenders.
- (v) The collation of information connected with wanted persons, lost, found and stolen property and their publication in the appropriate Gazette and Circulars.
- (vi) Photographic Section and Fingerprint branch.

#### PIONEER SECTION

A European Foreman is in charge of the Pioneer Section, which undertakes essential repairs to Police buildings in the Territory.

#### WORK OF THE POLICE

##### *Patrolling*

Patrolling of the rural areas is an important police duty and there is nothing better calculated to prevent and detect crime. The Territory was effectively patrolled during the year. 201,135 miles were covered by 6,943 members of the rank and file on 5,753 patrols which were sent out.

##### *Border Posts*

There are 35 Border Posts manned by an average of two to three men each. Approximately one-third of the African Establishment of the Force manned these posts. They were occupied with normal police duties, work connected with Customs, collection of revenue, and the import and export of cereals and livestock.

#### CRIME

"Ritual" or medicine murder was again the most serious crime with which the Police had to contend during the year. The incidence of this crime which had been on the increase since 1941 assumed grave proportions during 1948 when twenty cases were reported. Five cases were reported during the year under review, a considerable decrease over the figures for the previous year. The indications are that the conviction and execution of the second and fourth Chiefs in order of seniority in the Territory had a deterrent effect. Only two cases have been reported since their execution in August, 1949. The resources of the Police were, however, taxed to the utmost in dealing with the investigation of outstanding cases and the prosecution of offenders. The superstitious belief

in the efficiency of medicine made from human flesh and the fact that prominent chiefs of Basutoland were involved, were factors which rendered the successful investigation of these crimes extremely difficult.

A comparative statement showing the medicine murders reported since 1941 and the fluctuations over the past eight years, is given below :

<i>Year</i>	<i>Cases reported</i>	<i>Increase over Previous Year</i>	<i>Decrease over Previous Year</i>
1941	2	2	—
1942	3	1	—
1943	4	1	—
1944	8	4	—
1945	6	—	2
1946	7	1	—
1947	6	—	1
1948	20	14	—
1949	5	—	15

Eight cases of medicine murder were sent for trial during the year. Seventy-six persons were involved and of these sixty-one were discharged, seven sentenced to death, five convicted of lesser crimes, and three were on remand at the end of the year.

There were twenty-three cases of medicine murder under investigation on 31st December, 1949. Eight additional police posts are being built in the interior of the Territory, and the establishment is being increased as a temporary measure to combat medicine murder and other serious crime. Three supernumerary Assistant Superintendents were appointed for a period of three years and the African establishment was increased by fifty-seven other ranks.

The following table shows the number of convictions for various crimes and offences during the last eight years :

<i>Nature of Crime</i>	<i>1942</i>	<i>1943</i>	<i>1944</i>	<i>1945</i>	<i>1946</i>	<i>1947</i>	<i>1948</i>	<i>1949</i>
<i>In Magisterial Courts</i>								
Offences against the Person	320	237	259	298	485	476	490	401
Offences against Property	324	277	314	433	594	416	558	594
Offences against Liquor Laws	20	28	26	44	61	81	66	77
Other Crimes	739	830	697	824	834	984	1,012	1,069
<i>In Superior Courts</i>								
Murder	12	7	22	5	8	35	48	7
	<u>1,415</u>	<u>1,379</u>	<u>1,318</u>	<u>1,604</u>	<u>1,982</u>	<u>1,992</u>	<u>2,174</u>	<u>2,148</u>

<i>Nature of Crime</i>	1942	1943	1944	1945	1946	1947	1948	1949
	1,415	1,379	1,318	1,604	1,982	1,992	2,174	2,148
Culpable Homicide	14	—	11	12	21	31	14	7
Attempted Murder	1	—	4	2	—	3	—	—
Rape	—	—	—	2	4	—	—	—
Other Offences								
Against Person	3	—	4	—	8	6	1	4
Offences against Property with Violence to the Person	—	—	—	—	—	—	—	—
Other Offences								
Against Property	1	—	—	—	—	4	—	1
Public Violence	—	—	—	—	—	—	—	—
Other Crimes	5	—	—	—	—	1	—	—
<b>Total</b>	<b>1,439</b>	<b>1,379</b>	<b>1,337</b>	<b>1,620</b>	<b>2,015</b>	<b>2,037</b>	<b>2,189</b>	<b>2,160</b>

The figures for the years 1946 to 1949 show comparatively slight fluctuations, but show a definite increase in comparison with the number of convictions during the previous five years.

This increase is attributed to the following factors :

- (a) Approximately 20,000 Basuto left the Territory on active service. They received good pay and their dependants regular allowances. The free circulation of money tended to remove the causes of theft, and kindred offences. The absence of a comparatively large number of young men from Basutoland contributed towards the reduction in the incidence of crime.
- (b) A large proportion of trained African rank and file and European Officers of the Basutoland Mounted Police were on active service. During this period the African other ranks were replaced by temporary personnel. In the circumstances the lack of adequate European supervision and the shortage of trained policemen adversely affected the proper functioning of the Force.

The increase of crime during the years 1946 to 1949, may, therefore, be attributed to :

- (a) The return of the members of the Services to civilian occupation in the Territory.
- (b) The cessation of service pay and allowances.
- (c) The high cost of living and scarcity of essential commodities, and
- (d) The re-organization and bringing up to strength of the Force with resulting increase in Police activity.

### 3. PRISONS

There is a prison at each of the nine administrative centres in the Territory. In Maseru a new Central Prison is being built entirely by prison labour. The first wing is almost completed and is housing the

prisoners who are employed on building, quarrying, stone dressing, brick making, etc. The plans for this prison provide for the segregation of men and women, convicted and unconvicted prisoners, and first offenders and prisoners who have previous convictions. Minor buildings include a hospital ward and dispensary, a laundry, workshops, stores, and visiting rooms.

The total number of people committed to prison during the year was 2,723, of whom 1,728 were convicted. In 1948 3,607 people were committed to prison of whom 2,154 were convicted. The main reason for the decrease in numbers of convicted prisoners was that every effort was made to deal with offenders, especially first offenders, by other means than imprisonment. Suspended sentences were awarded in many cases.

#### WOMEN PRISONERS

Women prisoners, except those serving very short sentences, are transferred to Maseru, where one Female Gaoler and three Female Warders are permanently employed.

In smaller prisons women who are on remand or serving very short sentences are supervised by temporary female warders.

The women prisoners at Maseru are employed on laundry work, cleaning at the Government Hospital, light work in the prison garden, repairing clothing, and making womens' clothing.

The Female Gaoler gives simple instructions in elementary hygiene and several women have been taught to read and write.

#### SPIRITUAL WELFARE

There are no chaplains attached to the prisons, but ministers of all denominations are allowed and encouraged to visit the prisons and to hold services or talk with the prisoners on matters affecting their spiritual welfare.

#### HEALTH AND DIET

The general health of prisoners throughout the year has been good. There were 126 admissions to hospital and one death excluding judicial hangings.

The Government Medical Officer at each station examines all prisoners on admission and attends to sick prisoners. He also inspects the prison and sees all inmates weekly.

There are no hospitals or sick bays in any of the prisons, but prisoners requiring hospital treatment are admitted to the local Government hospital, where they are guarded night and day by warders. A small hospital will be built in the new Central Prison.

### LABOUR

Prison labour is used for various works of a public nature including stone and gravel quarrying, minor building repairs, sanitary work, loading and unloading Government stores, gardening, and cleaning at hospitals. Each prison has a garden which supplies most of the vegetables used in the prison.

At Maseru there are several prison industries, the main one being tailoring. All prisoners' shirts and trousers are made by prison labour, also uniforms for warders and other Government employees.

Prisoners employed on leather work now make boots, waist belts and revolver holsters for the prison staff, and repair boots and shoes.

Stone quarrying is the oldest of prison industries, but this has now been extended to include building, and the stone quarried and dressed in Maseru is being used in building the new Central Prison.

The Carpenter-Warder, with the aid of the prisoners whom he is instructing, has made all the doors and door frames for the new prison and is now putting on the roof.

The Blacksmith Warder teaches prisoners to make tools for the stone masons and for supply to the Public Works Department. Ironwork has also been made for the new prison and various repairs have been carried out in the old gaol.

### INSPECTIONS AND VISITS

Prisons are inspected weekly by the District Commissioners and Medical Officers. Periodic inspections are also carried out by the Superintendent of Prisons.

A Board of Prison Visitors has been appointed in each district. The District Commissioner is the chairman of the Board but the members, European and African, are not Government officials.

### DISCIPLINE

There was a minor mutiny in Maseru gaol shortly before two prominent chiefs were to be executed but this was quickly quelled without resorting to force. Otherwise discipline was good.

## CHAPTER X

## PUBLIC UTILITIES AND PUBLIC WORKS

## WATER

The Water Supplies in Maseru and other District centres are owned and operated by the Government. Its Institutions, Hospitals, Gaols, Police Camps and its African and European staff are by far the largest consumers.

A long drought period at the end of the year caused somewhat difficult conditions, particularly in Quthing, Mafeteng and Maseru, and the watering of gardens was sometimes prohibited.

Work on the Water Supply scheme for Maseru which is being financed from Colonial Development and Welfare funds proceeded satisfactorily. The 3,500,000 gallon storage reservoir and a new service reservoir were completed, and most of the new pipe lines were also laid down.

Unfortunately pumps and electric motors to drive them were not delivered from Great Britain on time, and this has delayed the completion of the scheme.

Water supplies at District centres are also being improved. The engine and pump on order from Great Britain for Teyateyaneng arrived towards the end of the year and was installed. Boring for water was carried out with success at Mohale's Hoek but at Mafeteng no adequate source of water was found. The Government Geologist of Swaziland visited the Territory and selected sites for boreholes at Quthing and Leribe.

In the villages springs are the normal source of water supply. Over 1,000 springs have been bricked in by Government to prevent contamination of the water.

Most of the trading stores in the interior also rely on springs for their water supplies.

## ELECTRICITY

The only Electricity Supply undertaking in the Territory is at Maseru. It supplies electricity to the township and the Leper Settlement four miles distant and until March 1948 was owned and operated under a fifteen year concession by the firm of Reunert and Lenz, Engineers, of Johannesburg.

This firm did not exercise the option to continue the concession and Government has now purchased the Power Station and distribution lines. Steps are being taken to establish a much larger Power Station, the operation of which will be controlled by a Public Utility Board. Until this is established, however, the electricity supply is being managed by Messrs Reunert and Lenz under a new short term agreement.

## CHAPTER XI

# COMMUNICATIONS AND TRANSPORT

### RAILWAYS

The Territory is linked with the Railway system of the Union of South Africa by a short line from Maseru to Marseilles, on the Bloemfontein-Natal main line. From this junction it is possible to proceed by rail direct either to Bloemfontein or Bethlehem, and from these junctions respectively to the cities of Cape Town and Johannesburg, and to Durban. One mile of the line is in Basutoland. The railway does not at any other point enter Basutoland, but runs along the boundaries of the Territory and goods are transported by road to and from the nearest railway station across the border.

The Road Motor Transport Department of the South African Railways runs regular services between Fouriesburg and Butha-Buthe, Zastron and Quthing, Zastron and Mohale's Hoek, Quthing and Sebatana.

### ROADS

The greater part of Basutoland is very mountainous and in this area all transport is effected by the use of pack animals.

On the Western side of Basutoland there is a strip of agricultural country from North to South in which a fairly good road system had been developed. The main roads traverse the whole of this area, with branches leading west to the principal points of exit. Nearly all the roads are gravelled and carry motor and ox-wagon traffic in all weather. There are, however, a number of unbridged rivers and streams which, during flood periods, may delay travellers for some hours.

From the main roads a number of feeder roads lead towards the interior. By-roads to trading centres and missions start from these feeder roads and penetrate still further into the interior. Although several roads now cross the first range of mountains, none has yet reached the second range. Feeder roads are maintained by the Government, and during the year a certain amount of gravelling has been carried out and particular care taken to improve drainage at the same time.

The by-roads are maintained by traders and others to whose stations they lead, and annual Government grants are made towards their upkeep.

On the eastern side of Basutoland, in the Qacha's Nek district there is a short road system, similar to that described above, and the standard reached is much the same as that on the western side of the Territory.

For many years past a programme of construction of low-level bridges, causeways, etc., has been carried out and paid for from the revenues of the Territory. A change in the method of financing took

place in 1949, whereby £5,000 per annum has been made available for a period of seven years from Colonial Development Funds. The main construction work undertaken during the year was a low-level bridge across the Hololo River, and new road construction from Mabina Store towards Hendrick's Drift and the Libono road.

Except in the Qacha's Nek District all ox drawn transport has been replaced with mechanical transport and power road graders.

#### BRIDLE PATHS

On the 1st April, 1949, the responsibility for the maintenance of the Bridle Paths was handed over by the Public Works Department to the Native Administration. The position will be reviewed after a period of three years when, if successful, the change over will become permanent. Three African Supervisors of the Native Administration now direct all maintenance work, and are guided by the advice of the Public Works Department Inspectors who were previously in charge of the work.

#### AVIATION

There are only two recognized aerodromes in Basutoland and these are for the lightest types of aircraft. They are at Maseru, the capital, and Mokhotlong, the District Headquarters in the Drakensberg mountains.

#### POSTAL COMMUNICATION

There is a daily exchange of mails between the main administrative centres in Basutoland and the border towns of the Union of South Africa. Within the Territory mails are carried by motor lorry or, in the mountains where there are no motor roads, by pack mule. In 1949 new postal agencies were established at Litsoetse and Matela's.

The telegraph line from Mohale's Hoek to Quthing was reconstructed during the year.

#### TELEPHONES

All administrative centres (with the exception of Mokhotlong) are connected by telephone with each other and with the telephone system of the Union of South Africa. Government offices, trading stations and other subscribers are connected with the local exchange.

30 new subscribers were connected during the year, two public call offices were installed, and a private branch exchange was established for the use of the Secretariat and Treasury.

#### RADIO-COMMUNICATION

Permanent transmitting and receiving sets have been installed at Maseru, Qacha's Nek and Mokhotlong on a fixed frequency and the service is open to public traffic. The radio station at Qacha's Nek was established in 1949.

## PART III

### CHAPTER ONE

## GEOGRAPHY AND CLIMATE

### PHYSICAL CHARACTERISTICS

The Colony of Basutoland is an enclave within the Union of South Africa, its boundaries running with those of Natal Province to the East, Cape Province to the South, and the Orange Free State to the North and West. It lies between latitudes  $28^{\circ} 35'$  and  $30^{\circ} 40'$  South and longitudes  $27^{\circ}$  and  $29^{\circ} 30'$  East. It comprises an area of 11,716 square miles of which about one quarter in the West is lowland country varying in height above sea level from 5,000 to 6,000 feet, the remaining three-quarters being highlands rising to a height of 11,000 feet in the Drakensberg Range, which forms the eastern boundary with Natal. The mountain ranges run from North to South and those in the central area, named the Maluti, are spurs of the main Drakensberg Range which they join in the North forming a high plateau varying in height from 9,000 to 10,500 feet. It is this area, where two of the largest rivers of the Union, the Orange and the Tugela, and tributaries of the Caledon have their source, that has caused Basutoland to be called the "sponge" of South Africa.

The soils in the mountain area are of basaltic origin, and those in the lowlands are derived mainly from the underlying cave sandstone. In the lowlands the soil has been cropped continuously for upwards of 80 years. Due to the absence of fuel practically all of the cattle manure is burnt, so that little or no organic matter is returned to the land : thus with the increasing population, both human and livestock, excessive demands have been made on the soil which has lost its structure and has become subject to serious erosion. The soils in the mountains have been brought into cultivation comparatively recently and are rich, though shallow. Owing to former uncontrolled grazing the areas situated above the arable land in many places became denuded of the grass cover, and the rush of surface water from those denuded areas caused serious gully erosion on the arable land situated below. The measures which have been and are being taken to control erosion and to restore and preserve the grass cover are described earlier in this Report.

## CLIMATE AND RAINFALL

Rainfall is variable and averages approximately 28 inches a year over most of the country. Most of it falls in the months from October to April, but there is normally no month which has less than half an inch. Serious droughts, like the one of 1948/1949 are rare and there are a large number of perennial streams, though not so many as existed some years ago. Unfortunately river discharge statistics show that most of this water is lost to Basutoland in the form of run-off. The deciding factors from an agricultural point of view are whether the rain comes at intervals suited to the growth of the staple crops and whether it comes in the form of short and heavy storms, running to waste and eroding the soil, or in steady, soaking showers. In the lowlands the temperatures vary from a maximum of 90 degrees or more in summer to a minimum that rarely drops below 20 degrees in winter: in the highlands the range is much wider and temperatures below zero are by no means unknown.

## CHAPTER II

## EARLY HISTORY

The Basuto as a nation did not come into prominence until 1818, when Moshesh, a minor chief of the Bakoena tribe in North Basutoland, gathered together the remnants of the various clans that had been scattered by the raids of the Zulu and Matebele.

The new nation went through many vicissitudes of fortune, first with the emigrant Boers of the Great Trek, and then with the British under General Cathcart in 1852. From 1856 until 1868 there was a series of wars with the Orange Free State burghers, and, being hard pressed and having lost a large portion of his country (now known as "the Conquered Territory"), Moshesh repeatedly sought the protection of the British Government.

His request was eventually granted, and the Basuto became British subjects in 1868. Part of the Proclamation issued by Sir Philip Wodehouse, the Governor of the Cape Colony, on 12th March, 1868, reads as follows:

"Now therefore, I do hereby proclaim and declare that from and after publication hereof the said tribe of Basuto shall be taken to be British subjects, and the territory of the said tribe shall be taken to be British territory."

The country remained in a very unsettled condition until it was annexed to the Cape Colony by an Act of the Cape Legislature, No. 12 of 1871. The Act expressly declared that the territory was not to be subject to the general laws of the Colony, and gave the Governor power to

- legislate for it by proclamation and to extend to it by proclamation any Cape Act not otherwise in force therein.

The people never took kindly to the Cape Colonial rule, and after various disturbances the Government of the Cape, in 1880, extended to Basutoland the provisions of the Cape Peace Preservation Act of 1878, which included a clause for the general disarmament of the Basuto. They refused to accept the terms and, after a war lasting nearly a year, an agreement was arrived at under which the Act was repealed and certain fines were paid by the Basuto.

Although outwardly peace was restored, there still remained several chiefs who would not submit, and it was eventually decided by the Government of Cape Colony to hand over the administration to the Imperial Government. This was effected by Order in Council of 2nd February, 1884, which was proclaimed and brought into force by Proclamation No. 75A of 18th March, 1884. This proclamation defined the boundaries of the Territory and restored it to the direct control of the Queen through Her Majesty's High Commissioner for South Africa.

## CHAPTER III

# ADMINISTRATION

### CONSTITUTIONAL AND ADMINISTRATIVE

The Territory is governed by a Resident Commissioner under the direction of the High Commissioner for Basutoland, the Bechuanaland Protectorate and Swaziland, the latter possessing legislative authority, which is exercised by proclamation promulgated in the Official Gazette. Until 1931 the office of the High Commissioner was held by the Governor-General of the Union of South Africa, but with the close of the Earl of Athlone's period of office the two posts were separated.

The executive posts of the Government, other than those of the Resident Commissioner and Government Secretary, are held by Heads of Departments and District Officers who are responsible to the Resident Commissioner for the good order and administration of their respective spheres. For administrative purposes the country is divided into nine districts under District Commissioners, stationed at Butha-Buthe, Leribe, Teyateyaneng, Maseru (the Capital), Mafeteng, Moshesh's Hoek, Quthing, Qacha's Nek and the mountain station of Mokhotlong.

These districts are divided into wards and smaller areas presided over by principal chiefs, ward chiefs, chiefs, and headmen who are responsible to the Paramount Chief in all matters relating to law and custom. All chiefs are hereditary and are descended from the house of Moshesh or from allied families.

Heads of Departments are the Financial Secretary, Director for Medical Services, Director of Livestock and Agricultural Services, Director of Education, Director of Public Works, and the Commissioner of Police. In 1947 the Prisons Department was separated from the Police and is now under the control of a Superintendent of Prisons.

In addition a Judicial Commissioner was appointed in 1943 to deal with civil and criminal appeals from the Paramount Chief's Court, and a Registrar and Master of the High Court was appointed in 1944. A Welfare Officer was also appointed in 1944 to look after the interests of soldiers and returned soldiers. His duties are now more comprehensive and are fully described in Chapter VII Social Services, (4) Social Welfare. A Magistrate was appointed in 1949 to relieve District Commissioners of some of their judicial work and to enable them to devote more time to their administrative duties.

#### NATIVE ADMINISTRATION

Basutoland is an African territory without European settlers or landowners and is governed under the system of "indirect rule". The Basuto owe allegiance to a single Paramount Chief under whom is a hierarchy of Chiefs and Headmen, a number of whom trace their descent to Moshesh (1785-1870), the founder of the Basuto nation, and are styled "The Sons of Moshesh". This feudal aristocracy claimed and exercised considerable powers and privileges.

An Advisory body known as the Basutoland Council, constituted by Proclamation in 1910, consisting of the Resident Commissioner as President, the Paramount Chief and 99 Basuto members, 94 of whom are nominated by the Paramount Chief and five by the Resident Commissioner, meets once a year to discuss matters affecting the domestic affairs of the Nation and to express its opinion on any draft laws and Proclamations that may be laid before it by the President. Until such time as Basutoland has its own Legislative Council, it is the policy of the Government to consult the Paramount Chief and the Basutoland Council before Proclamations closely affecting the domestic affairs and the welfare of the Basuto people or the progress and development of the Basuto Native Administration are enacted.

In recent years developments of some political importance have taken place. In 1938 a Native Administration Proclamation and a Native Courts Proclamation were promulgated. The former recognized the Paramount Chief and his Subordinate Chiefs as an integral part of the Government of the Territory, defined their powers, and vested them with legal authority, while the latter extended similar recognition to the Basuto Courts and defined and extended their jurisdiction. Further developments were delayed by the outbreak of war, until in accordance with resolutions passed at the 1943 Session of the Basutoland Council a District Council was established as an advisory and consultative body in each of the nine districts into which the country is divided for administrative purposes.

These District Councils give the people a voice in the management of local and national affairs. The majority of the members are elected by popular vote at local pitsos (assemblies) and two to five members of the Basutoland Council, resident in each District are nominated by the Paramount Chief to sit as District Councillors.

These District Councils meet once a year shortly before the Session of the Basutoland Council and elect members who are nominated by the Paramount Chief for appointment as members of the Basutoland Council. At first each District elected one member only making a total of nine members for the whole Territory. In 1948 the number was increased to four members per district with a corresponding reduction in the number of members not so elected. Both in the Basutoland Council and District Councils provision was made for the election of members to represent important sectional bodies such as the Agricultural Association, the Progressive Association, the Teachers Association and the Basuto Traders. As a result of these changes 42 out of the 99 members of the Basutoland Council are now elected by popular vote and an important step has therefore been taken towards placing the Native Administration on to a more representative basis. Members of both the Basutoland Council and District Councils now hold office for three years. As a means whereby the Basutoland Council could be consulted when not in session, a Standing Committee, consisting of five of its own members elected by Council, was established and to this Committee, whose discussions are attended by the Resident Commissioner and Paramount Chief, all important questions are referred when Council is in recess. At the 44th Session of the Council it was recommended that three permanent advisers to the Paramount Chief should be elected by Council and effect has been given to this resolution, it being left to the Paramount Chief to choose her three advisers from a panel of eighteen elected by the Council.

A further necessary step in the development of the Native Administration, the establishment of a National Treasury, was taken in 1946. At the end of 1943 a Committee consisting mainly of Basuto was appointed to work out a scheme for the establishment of a National Treasury, and its proposals were published in a booklet which was widely distributed throughout the Territory. The proposals put forward were not confined to the establishment of a National Treasury, but included the reorganization of the Basuto Courts, entailing a reduction in their number from over 1,300 to about 130. Recently this number has been further reduced to 107.

It was also recommended that the long established practice of chiefs and others being remunerated by "eating" the fines their courts imposed, and by the proceeds of the sale of unclaimed stray stock, which had led to abuse, should be abolished. It was proposed that chiefs and others engaged in carrying out the administrative, judicial, and fiscal duties which are now undertaken by the Native Administration should be paid fixed allowances or salaries by the National Treasury into which would be paid all court fines and fees and the proceeds of the sale of Stray

Stock. These proposals were accepted by the Paramount Chief on the recommendation of the Basutoland Council in 1945.

The political and administrative reforms set out in the preceding paragraphs are regarded as essential preliminaries to undertaking any comprehensive scheme of development, if plans are to be carried out efficiently and economically with the good will and co-operation of the Native Authorities and the people, and if the social and economic advance made is to be of lasting value to the life of the community.

## CHAPTER IV

### WEIGHTS AND MEASURES

The weights and measures in common use in the Territory are the British Imperial.

The Cape Act of 1858 which defines the standard of weights and measures according to the English Act of 1824 still applies in Basutoland in terms of Proclamation No. 4 of 1904.

## CHAPTER V

### NEWSPAPERS AND PERIODICALS

Several papers are published in the Territory in Sesuto. These are *Mochochonono* (partly in English), *Moeletsi oa Basotho* and *Leselinyana*. The first is published by S. Tlale & Sons (Pty.) Ltd. and the other two are Mission papers. They are weekly publications.

In addition to these there is the newspaper *Mphatlalatsane* which is published by the Bantu Press in Johannesburg mainly for the interest of the Basuto Community living there. It is also distributed in Basutoland. A page of this paper is reserved by the Basutoland Administration and is used for the publication of items of special interest that have occurred in Basutoland and for propaganda work. Slip copies of special articles, particularly on Agricultural, Medical and Educational subjects, are obtained in bulk and distributed throughout the Territory in Sesuto.

The only English newspaper which is published locally is the *Basutoland News*, a weekly publication which deals mainly with the interests of the European Community.

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# **PART I**

## **REVIEW OF THE MAIN EVENTS OF THE YEAR 1950**

### **CHAPTER ONE**

#### **I. FINANCIAL AND ECONOMIC POSITION**

The financial position of the Territory has turned out to be better than was anticipated in last year's report. Revenue from Customs Duties dropped appreciably owing to the import control imposed by the Government of the Union of South Africa, but it exceeded estimates from other sources, in particular from Income Tax and Native Tax. This and the curtailment of expenditure has resulted in the deficit being reduced to £37,159 at the close of the financial year on the 31st March. Surplus balances accumulated from previous years were reduced to £486,404, as compared with £535,554 in the previous year.

The improvement in the financial position made it possible to restore most of the cuts made in African Education during the year.

Further indications are that revenues are likely to improve, but restricted spending and conservative budgets will be the order of the day for some time to come.

For the financial year ending 31st March, 1951, revenue is estimated at £882,065 and expenditure at £910,463. Out of this it has been found necessary to provide a large sum of money for Police Services amounting to £92,690, a net increase of £14,543 due almost entirely to increased establishment employed for combating "medicine" murders.

#### **2. AGRICULTURE AND FOOD PRODUCTION**

The importance of agriculture to Basutoland has been stressed in previous Annual Reports. Political and constitutional progress must depend ultimately on economic progress. Thus in a country without industries or industrial resources, the economic future must depend mainly on agriculture. The basic need of Basutoland, as of many other countries, is to produce at least sufficient food for its people. And this can only be achieved if the soil is conserved and its fertility improved by proper methods of farming. As a necessary preliminary, an Agricultural Survey was carried out during the year under review for the purpose of obtaining reliable basic information on which to base the land utilization policy

of the Territory. An Administrative Officer was seconded for the Survey, the field work being done by the Officers of the Agricultural Department. The work was organized on a random sampling basis in each geographical area into which the country is divided, viz. the lowlands, the foothills, the mountains and the Orange River Valley. A survey of approximately 3,000 families has been completed and the results of it are now being worked out. The success of this important work was in large measure due to the help and willing co-operation of the Chiefs and their people.

Secondly an aerial survey of the Territory was begun earlier in the year, and the ground control work is now in progress. The object of the Aerial Survey is to obtain accurate maps of the Territory which will be of the greatest use administratively and as a corollary of the Agricultural Survey for the planning of sound land usage.

Soil Conservation work continued, and a record area was protected during the year. 30,000 acres were terraced in the lowlands and 28 large dams built. An application for Colonial Development and Welfare funds for a scheme for the speeding up of the existing conservation programme was submitted to the Secretary of State and a free grant of £122,200 was approved. An important part of this scheme is the employment of nine Development Officers, of whom five will be Basuto. Their work will be almost entirely in the field. They will live under canvas most of the time and their principal duties will be to intensify and coordinate the work on rotational grazing, to complete the branding and registration of stock, the construction of wool sheds, and the establishment of tree plantations. It is also hoped to establish a training centre for African staff. Courses are to include training in veterinary work and in soil conservation methods. Refresher courses will also be given to Agricultural Demonstrators.

The principal measures involved in the introduction of grazing control are the complete de-stocking of overgrazed or denuded areas until recovery has taken place and the introduction of a simple form of rotational grazing. Considerable progress has been made with this work during the year particularly in the Paramount Chief's own Ward, in the Mokhotlong district.

The average rainfall for the year was 38 inches which is about 10 inches above the average. Crop prospects are therefore very good.

Advantage was taken of the high price of wool to raise the export levy from  $\frac{1}{2}d.$  to  $1d.$  per pound. The extra funds provided will be used for development work such as the importation of improved rams, the registration and branding of livestock, the building of wool-classing sheds, and the extension of grazing control. These measures are more fully described in Chapter VI of Part II of this Report.

### 3. CO-OPERATIVE SOCIETIES

The number of registered co-operative societies increased this year from 14 to 27. There are now 6 wool and mohair marketing societies, 17 consumers' clubs and 4 agricultural societies.

The wool and mohair marketing societies obtained very high prices for members' wool during the season, and they are at present getting very high prices for mohair in the open market at Port Elizabeth. They have also been exporting skins and hides, as has one of the agricultural societies, and favourable prices have been obtained. During the period of acute maize shortage some of the societies obtained quotas and purchased maize on behalf of members.

The annual audit, held in April and May, revealed a satisfactory state of affairs generally, and most of the wool and mohair societies had considerable surpluses. Two of the latter are now erecting their own store-rooms and office accommodation.

During July the Registrar accompanied the Principal Veterinary Officer on a visit to Kenya and Tanganyika to study the preparation and co-operative marketing of skins and hides and it is hoped as a result of this visit to establish the Basutoland skins and hides industry on a much more profitable basis.

#### 4. NATIVE ADMINISTRATION

##### (a) *Basutoland Council*

As a means of making the Council more representative of the people, the number of members elected by each District Council was increased from two to four. With the addition of the representatives elected from the sectional interests, nearly half of the members of the Council are now elected by popular vote, the rest being nominated by the Resident Commissioner or the Paramount Chief.

##### (b) *Abolition of "Matsema" labour*

In the past the Basuto have been compelled to perform certain compulsory services for the Chieftainship, reminiscent perhaps of the *corvée* of the old regime in France. There has been a widespread feeling in the world to-day that all forms of compulsory labour should be abolished in the dependent territories, and this has found expression at meetings of the United Nations Organization to which the British Government have subscribed. Accordingly the Paramount Chief and the Basutoland Council were approached with the result that *Matsema* labour has now been abolished. A local rate of 1s. has been imposed as a commutation for compulsory services. The control of money received from this source has been delegated to District Councils. Some of it is used to pay compensation to Chiefs, and the rest for afforestation schemes, the building of Native Court Offices, payment of Court messengers and other work as approved by the High Commissioner. This marks the beginning of the policy of financial devolution on the local District Authorities, and in this respect they have in most cases shown a gratifying sense of responsibility.

(c) *Native Courts*

The revised Court system has been functioning with considerable success since 1946. It was felt, however, that there was room for improvement, and the Basutoland Council recommended to the Paramount Chief that a Committee should be appointed to consider the nature of any reforms necessary. A Committee was appointed under the Chairmanship of the Acting Government Secretary with the following terms of reference :

- (i) Whether in the light of experience it was possible or desirable for the existing number of Courts to be further reduced, thereby effecting economies in the present high rate of expenditure on the Courts and possibly enabling better conditions of service to be granted to court personnel.
- (ii) Whether the organization for appeals was working satisfactorily.
- (iii) Whether sufficient staff was employed at each grade of Court and whether any reductions were possible.
- (iv) Whether the existing method of appointment and dismissal of Court Officials of all grades as laid down in a Paramount Chief's Circular was satisfactory. If not what alternative method was recommended.
- (v) Whether experience had shown that further amendments or additions were required to the Native Court Rules, Native Court Accounting Instructions, or the Disciplinary Regulations for Native Court Staff.
- (vi) Whether the existing practice and procedure in the Native Courts (e.g. methods of prosecution in criminal cases, sale of distrained stock by court personnel, etc.) were proving satisfactory. If not, what changes were recommended.
- (vii) Whether the Native Courts should be empowered to enforce the provisions of any laws which do not at present come within their jurisdiction.

The Committee sat from July to September and heard evidence in all districts of the Territory. Their report was submitted to the Basutoland Council at the September Session. But it was decided that the matter should be submitted to the people and to District Councils before a final decision was made on whether the reforms suggested by the Committee should be adopted. In the main the Committee made the following recommendations :

- (i) That better salaries and conditions of service should be given to the members of all court staffs.
- (ii) That the influence and control of the Chieftainship should be completely removed from the judicial system.
- (iii) That the courts should be reduced in number.
- (iv) That suitable offices and accommodation for court staffs should be built.

The matter will be further discussed at a special session of the Basutoland Council in April, 1951.

**(d) *The Basuto National Treasury***

The Basuto National Treasury has completed another successful year's working. The accumulated surplus balance at 31st March 1950 stood at £30,301. It is clear that the Treasury is in a sound financial position and credit is due to the Finance Committee for the sound advice it has offered to the Paramount Chief, and to the Treasurer and his staff who have continued to carry out their duties in an able manner.

**(e) *Visit of Lord Hailey***

Lord Hailey visited the Territory at the end of the year under review in order to study and prepare a report upon the working of the native authority system in the Territory in continuation of similar studies which he had completed for publication in respect of a number of British Colonial Territories in Africa. His report is awaited with great interest.

## 5. EDUCATION

Although enrolment fell by 1,500 as compared with the record figures of 90,811 in 1949, interest in education remains as keen as ever. Unfortunately the financial situation limited development although two more Form A classes were opened, one at a mission intermediate school at Masitise and the other at the controlled intermediate school Maseru. The demand for secondary education is steadily increasing and it became necessary, for the first time, to run a double first year matriculation class at the Basutoland High School.

Two Basuto students were sent to the United Kingdom for further study, one to take the full course in veterinary science at Edinburgh, and the other to study rural education at Worcester Training College. In addition eight bursaries (including three loan bursaries) were granted to students for university education in the Union of South Africa, and 82 local bursaries were awarded for secondary and teacher training courses.

The Home Industries Organization has now been placed under the Basuto Native Administration and the number of training centres reduced from nine to five. It is hoped that further necessary reorganization may be possible in the near future.

The visits of the Chief Scout and Chief Guide early in the year did much to stimulate interest in the movements.

## 6. MEDICAL

A serious outbreak of diphtheria occurred during the year involving practically the whole Territory (as well as the Free State, Transvaal and Natal). The outbreak in Basutoland was controlled by the immunization of the

children of the affected areas, about 120,800 injections being given in all.

Dr. K. M. S. Nkuebe was appointed as a Government Medical Officer after working for a year as an intern at Maseru Hospital. Dr. Nkuebe was one of the students who were granted Government bursaries to Witwatersrand University. It is hoped that two more of these students will return to Basutoland next year, one to join the Service as a Medical Officer and the other to start his internship at Maseru Hospital.

Four European Sisters were replaced during the year by African nurses, one of whom was appointed a matron. A European clerk, the Compound Manager at Botšabelo and the Sanitation officer were also replaced by Africans.

The new hospital at Teyateyaneng is now complete and was opened under an African Matron. A Hospital at Butha-Butha will be started at the beginning of 1951. Two Rural Nursing Centres will also be built with the help of a grant from the Deferred Pay Interest Fund.

It is also hoped that it may be possible so to rearrange the Colonial Development and Welfare Fund grants as to make possible the construction of the first instalment of a modern hospital in Maseru. A specialist staff will be attached to the hospital which will also be used as a training centre. In this connection it is interesting to note that application has already been made to the South African Nursing Council for the Maseru hospital to be recognized as a training centre for certificated nurses. Many of the more serious cases will be transferred to Maseru from the district hospitals and the District Medical Officers will be able to spend more of their time on preventive medicine and public health work.

During the year Colonial Development and Welfare Scheme D. 1436 was approved. This provides the sum of £10,210 for the establishment of four Mountain Dispensaries which will function as the advance posts of the Health Centres and other medical stations in the lowlands. They will be controlled and visited periodically by the Medical Officers of their respective Health Centres or medical stations. The dispensaries are to be sited at Sixondo (Quthing District) Sekake and Sehlabathebe (Qacha's Nek District) and Ketane (Mohale's Hoek District).

## 7. POLICE

In accordance with the Basutoland Council's recommendation at the 44th Session, sites have been selected for eight additional police posts in the mountains and the necessary buildings have been or are being erected. The police operating from these bases will be in a better position to combat serious crime such as "medicine" murder and stock theft.

The occurrence of one certain and two possible "medicine" murders, after a lapse of some nine months has been a great disappointment to all who have the interests of Basutoland at heart. The Report of Mr. G. I. Jones, who carried out an investigation into the causes of these murders, is expected to be published shortly.

A finger-print bureau is being established at the Police Head Quarters in Maseru to which all Basuto "A" Courts will send finger impressions of convicted stock thieves. This procedure will enable these Courts to be furnished, before they pass sentence, with the previous records of stock thieves brought before them, no matter where these offenders have previously been convicted.

#### 8. PRISONS

One wing of the new Central Prison, which is being constructed by prison labour, is almost complete and work has begun on the second wing. Especially in the case of prisoners serving long sentences, every effort is made to teach them some useful type of work such as quarrying, stone dressing, brick making, building in stone and brick, tailoring, boot and shoe-making and repairing, gardening, carpentry, and black-smithing. In this way Government expenditure is saved and the prisoners learn useful trades which they can practise on their release from prison.

#### 9. POST OFFICE

An air mail service to Mokhotlong was introduced during the year with obvious benefit to the people of that remote mountain district.

A voluntary training scheme has been introduced for African Post Office staff to enable them to qualify in all branches of Post Office work and it is pleasing to observe that many Basuto are taking advantage of the scheme and are making good progress.

As an experiment a Mosuto woman has been employed temporarily as a telephonist. Experience has shewn that European women make better telephonists than men, and it is possible that this will be found to be the case with the Basuto as well.

#### 10. APPOINTMENT OF BASUTO TO SENIOR POSITIONS IN THE SERVICE

In addition to the appointment of Dr. Nkuebe as mentioned above, the following Africans have been appointed to senior positions in the Government Service :

Mr. D. H. Mochochoko, M.B.E., Assist. Secretary,  
Sgt. Major Sofonia, Senior Inspector, B.M.P.

Two senior members of the Agricultural Staff have been promoted to the post of Assistant Agricultural and Livestock Officers. One African has also been appointed to the post of Asst. Education Officer.

## II. COST OF LIVING

In common with other parts of the world, the effects of devaluation are now being felt acutely in the rising Cost of Living. The recommendations of the 1947 Fitzgerald Commission which consolidated salaries at the 1947 level are already out of date, and to prevent undue hardship the Government is considering the reintroduction of Cost of Living Allowances as has been done already in other Colonial Territories. This will be another financial burden on the Revenues of the Territory.

## 12. WHITLEY COUNCIL

The first meeting of the Inter-Territorial Whitley Council established for the High Commission Territories was held in Pretoria in December, 1950. The meeting developed an atmosphere of goodwill and confidence, among Europeans and Africans alike, that augurs well for the future of staff relations in the High Commission Territories. The Council consists of twelve members appointed as to one-half by the High Commissioner (i.e. the "official side") and as to the other half by the European and African Civil Service Associations of the three High Commission Territories (i.e. the "staff side"). The objects and functions of the Council are those of similar Councils elsewhere.

13. SURVEY OF THE ORANGE RIVER  
AND ITS TRIBUTARIES

Basutoland has suffered in the past from lack of various types of basic information, among the most important of which is a full collection of hydrographic data. Numerous perennial streams flow in the Territory including the Orange River—one of the major rivers of South Africa. The use of these streams has at various times been suggested for irrigation and more recently for hydro-electric power, but without details of the flow of the streams and their characteristics, it was impossible even to contemplate harnessing them for useful purposes. Application was therefore made for assistance from Colonial Development and Welfare funds to employ a firm of Consulting Engineers in the Union of South Africa with wide experience and a high reputation in this field and a grant of £2,208 was approved under Scheme D.1504. The survey has now been carried out and the Consulting Engineer's report is being studied.

## 14. VISITS BY HIGH COMMISSIONER

The High Commissioner visited the Territory in August and again in November, 1950. His Excellency was able to visit the lowland districts during August and held formal *pitso* and thereafter had informal talks with Ward Chiefs and leading Basuto at each district headquarters.

In November His Excellency made a mountain trek in the Quthing, Qacha's Nek and Mokhotlong Districts during which he was able to see at first hand the work being done on grazing control.

## CHAPTER II

## DEVELOPMENT SCHEMES

Those schemes which are financed from the Revenues of the Territory are described elsewhere in the Report.

The table below shows the schemes in operation which are financed from the Colonial Development and Welfare Fund :

<i>No. of Scheme</i>	<i>Title of Scheme</i>	<i>Initiated during financial year</i>	<i>Total spent to 31. 3. 50. plus anticipated expenditure to 31. 3. 51.</i>
D. 400 } D. 400A }	Extension of Technical and High Schools . . . . .	1946-47	£ 13,884
D. 525 } D. 525A }	Training of African Medical Officers . . . . .	1946-47	3,825
D. 603A } D. 603B }	Anti Soil Erosion Measures . . . . .	1946-47	202,778
D. 684 } D. 684A }	Water Supply, Maseru . . . . .	1946-47	67,349
D. 692 } D. 692A }	District Water Supplies . . . . .	1946-47	9,758
D. 758	Education . . . . .	1946-47	40,254
D. 842	Medical & Health . . . . .	1948-49	26,635
D. 1025	Improvements to Main Roads . . . . .	1949-50	9,978
D. 1050	Mountain Motor Roads . . . . .	1949-50	39,244
D. 1025A } D. 1025B }	Orange River Bridge . . . . .	1950-51	7,000
D. 1436	Mountain Dispensaries . . . . .	1950-51	2,390
D. 1479	Scholarships . . . . .	1950-51	575
D. 1488	Topographical Survey . . . . .	1950-51	5,000
D. 1504	Orange River Survey . . . . .	1950-51	2,208

An amount of £830,000 has been provided under the ten year Development Plan which has been allocated as follows :

Soil conservation . . . . .	£303,480
Roads & Bridges . . . . .	236,000
Water Supplies . . . . .	80,000
Medical & Health . . . . .	108,825
Education . . . . .	100,300
Unallocated balance . . . . .	1,395
	<u>830,000</u>

Progress made during the year may be summarized as follows :

#### AGRICULTURE

##### *Soil Conservation*

The progress made with this work is shown in the following table :

<i>Measure</i>	<i>Prior to March 1949</i>	<i>During 1949-50</i>	<i>Total to September 1950</i>
Area terraced Lowlands . . .	239,381	41,065	280,446
Length of terrace miles . . .	14,014	2,394	16,408
Buffer strips Mountain Acres .	211,671	74,125	285,796
Diversion Furrows „ „ . .	51,739	22,373	74,112
„ „ yards .	1,214,637	554,588	1,759,225
Dams constructed . . . . .	263	39	302
Trees Planted . . . . .	856,525	26,371	882,896

The average cost per acre was 10.9s. as compared with 9.2s. in 1949. The increase was due to the reduced amount of European supervision, to the delay in getting new plant into operation and mechanical breakdowns, and also to adverse weather conditions. 39 new dams were completed representing 45,116 cubic yards of earth in the banks and holding 84,170,800 gallons of water. Conditions were unfavourable for tree-planting and little was done.

All maintenance costs are now paid by the Basuto National Treasury and from 1st April, 1950, the Native Administration took over full responsibility of this very vital work in all areas where the work has been completed.

#### PUBLIC WORKS

In the mountain area, a programme for the construction of improved and properly aligned bridle paths has been carried out in recent years to the great benefit of the people, but while the horse and pack animal

remain the only means of transport, no real development of three-quarters of the country can take place. In the absence of motor roads, produce and goods can only be transported at high cost and with great delay; hospitals, dispensaries and schools can only be built with difficulty and at greatly increased cost.

The improvement of road communications throughout the Territory, not only in the mountains, by the construction of motor roads and more bridle paths and by the provision of foot bridges and boats at dangerous river crossings, but also in the lowlands by the realignment and improvement of existing roads and the erection of more bridges and culverts, is of first importance in developing the material resources of the country.

A grant of £99,000 from Colonial Development and Welfare Funds has been approved as Scheme D.1050 for the construction of a mountain motor road in the Territory. Machinery and equipment is being assembled for the work and a road surveyor will be appointed shortly. Construction is expected to begin early in 1951.

### *Maseru Water Supply*

*Scheme D.684.* The new Scheme was completed during the year under review and is now in operation. Maseru has now got a sufficient supply of water for all its needs.

### *District Water Supplies*

*Scheme D.692.* A grant of £5,440 as a first instalment has been approved. Plant for the extension of the water supply at Mohale's Hoek has arrived and work has started on a new 50,000 gallon storage tank. To fill this a borehole yielding 2,000 gallons an hour was sunk.

### *Roads and Bridges*

*Scheme D.1025.* Work on the road from Hendrik's drift to the Hololo River in the Butha Buthe district is now almost completed. One single low level bridge was completed near Butha Buthe and one begun near Leribe.

*Scheme D.1025A.* It was decided to construct a low level bridge 470 feet long over the Orange River at Seaka. A tender for this work has been accepted from Messrs. Murray and Stewart. It is expected to take nearly a year to complete. Work has begun but is held up by the flood water. The bridge will improve communications with the southern district of Quthing, as at present the river is crossed by means of a pont which is often out of operation when the river is in flood, necessitating a long detour through the Union of South Africa.

## SOCIAL SERVICES

During the past 20 years the Territory has devoted from 32 per cent to 38 per cent of its annual expenditure to its social services but, as revenue expanded and expenditure increased, a greater proportion was devoted to education than to medical and health. The result has been that, despite an expansion of these services, they have not kept pace with the needs of a growing population and still fall short of the standards considered desirable.

## MEDICAL AND HEALTH

*Scheme D.525A.* Training of African Medical Officers. The funds from this scheme became exhausted during the 1949-50 financial year.

Dr. K.J.S. Nkuebe, who was trained under this scheme, after having served his internship at Maseru Hospital, was appointed a Medical Officer, on the 1st July this year and he has since been transferred to Mafeteng.

Dr. Makenete has been serving his internship since 1st January this year, and Mr. Z. Tlale who will be writing his final examination in December 1950, will, if he passes, be employed as an intern at Maseru.

The fourth student is expected to complete his final training and examination at the end of 1951.

*Scheme D.842.* The Teyateyaneng Hospital has been completed and is now in the process of being equipped, which has been delayed by the late arrival of hospital equipment, etc., ordered from the United Kingdom. The hospital was opened in October, 1950. The quarters for staff, and other buildings have been completed. Up to 31st March, 1950, over £15,000 has been spent on this scheme.

African Nurse A. Monyake, B.E.M., has been transferred from Qacha's Nek to Teyateyaneng where she has been appointed as Matron of the hospital.

Good progress has been made at the Phamong Health Centre which is nearing completion, and which it is hoped will be opened early in 1951.

An African Health Assistant who has been training at the Maseru Hospital is nearing the completion of his course, when he will write his final examination and then be available to be stationed in charge of the Health Centre which will provide certain medical facilities for Africans in an area far removed from a Medical Officer and hospital.

*Scheme D.1436.* Mountain Dispensaries. This scheme, which was recently approved, provides for four dispensaries in the areas some distance from District Headquarters where Medical Officers are stationed. Two are in the Qacha's Nek district, at Sehlabathebe and Sekakes, on which work will begin this year, one is at Sixondo in the Quthing District, and the fourth is at Ketane in the Mohale's Hoek District, which will be started during 1952-53.

## E D U C A T I O N

*Scheme D.400.* Extension to Lerotholi Technical School. The scheme officially came to an end on the 31st March, 1950, and most of the work was completed by that date. The completion of the hostel, now limited to one storey providing accommodation for 136 apprentices, is being financed from local funds.

Small equipment grants continue to be made to all aided primary schools in the Territory. The programme of improvements to school buildings under the Colonial Development and Welfare Fund was continued although shortage of essential materials limited the amount of work completed. At the Basutoland Teachers Training College, the programme of building and improvements was advanced considerably and the scheme is now well ahead of schedule.

## R E S E A R C H

Funds were provided under Scheme R. 195 for an anthropologist, Mr. V. G. Sheddick, to conduct a land tenure survey of the Territory. Mr. Sheddick spent some time at the beginning of 1950 in Cape Town assembling the material for his report in consultation with Professor I. Schapera of the University of Cape Town and has now returned to the United Kingdom to complete it.

## PART II

### CHAPTER ONE

### POPULATION

The population of Basutoland has more than doubled in the last 50 years. In 1898 it was estimated at 256,000 and in 1936 it reached its peak of 562,311. The increase has been partly due to immigration, particularly of Tembus from the nearby Districts of the Cape Province, stimulated by the feeling of some Basuto Chiefs that their importance would be enhanced by increasing the number of their subjects. Of recent years, however, this process has been reversed, immigration has been replaced by emigration, and the figures for the 1946 census show a decrease of approximately 6,000 in the total population.

It is generally agreed that this fall is not due to faulty enumeration but to certain economic factors and the line of industry in the neighbouring territory of the Union. It appears that many Basuto are gradually discarding their feudal mode of life and that education, the lure of urban amenities and the opportunity to earn make it inevitable that they should be drawn to the Union.

The slight increase in the figures of the European population in 1946 as compared with 1936 (apart from natural increase) is due to three factors: the employment by Government of a larger European Staff; an increase in trading activities; and the arrival of more missionaries in the Territory. Over the last 25 years there has been an increase of 75 Europeans.

The present distribution of the African population shows a distinct relationship to the physical structure of the country. The bulk of the population is still concentrated in the lowlands, and in these areas saturation point seems for the time being to have been reached. The mountains were, until recently, almost entirely reserved for grazing, and even the concentration of population which now exists in the rich valleys near the 'Maletsunyane Falls dates back only about 25 years.

With the increasing pressure on the land in the lowlands the people extended their cultivation up the river valleys, and, as these were in turn found to be inadequate, up on to the mountain slopes.

The result is that to-day there are scattered settlements throughout the mountain area of Basutoland. Land has been ploughed which is unsuitable for cultivation and which will quickly become eroded. The Paramount Chief has, therefore, issued orders, firstly that these scattered settlements shall be grouped together to form villages, and secondly that

no new land shall be ploughed without her permission. Permission to plough new lands is only given after consultation with the Agricultural Department.

In the table below are given the figures for the census held in May 1946 :

## A. BASUTO IN THE TERRITORY

<i>District</i>	<i>Males</i>	<i>Females</i>	<i>Persons</i>	<i>1936</i>	<i>Difference</i>
Butha-Buthe .	14,929	20,350	35,279	34,869	+ 410
Leribe . .	42,399	55,870	98,269	97,376	+ 893
Teyateyaneng .	24,984	32,569	57,553	55,522	+ 2,031
Maseru . . .	43,369	57,985	101,354	108,237	— 6,883
Mafeteng . .	30,505	38,031	68,536	70,864	— 2,328
Mohale's Hoek .	28,806	37,126	65,932	65,309	+ 623
Quthing . . .	19,865	25,714	45,579	44,552	+ 1,027
Qacha's Nek .	19,639	24,921	44,560	46,132	— 1,572
Mokhotlong .	16,424	20,341	36,765	36,412	+ 353
	240,920	312,907	553,827	559,273	— 5,446

## B. EUROPEANS IN THE TERRITORY

<i>District</i>	<i>Males</i>	<i>Females</i>	<i>Persons</i>	<i>1936</i>	<i>Difference</i>
Butha-Buthe .	14	17	31	50	— 19
Leribe . . .	77	94	171	154	+ 17
Teyateyaneng .	60	48	108	94	+ 14
Maseru . . .	364	360	724	583	+ 141
Mafeteng . .	111	111	222	189	+ 33
Mohale's Hoek .	86	100	186	150	+ 36
Quthing . . .	56	46	102	106	— 4
Qacha's Nek .	53	46	99	82	+ 17
Mokhotlong .	21	14	35	26	+ 9
	842	836	1,678	1,434	+ 244

## C. COLOURED S

<i>District</i>	<i>Males</i>	<i>Females</i>	<i>Persons</i>	<i>1936</i>	<i>Difference</i>
Butha-Buthe .	5	4	9	—	—
Leribe . . .	38	40	78	—	—
Teyateyaneng .	41	27	68	—	—
Maseru . . .	87	92	179	—	—
Mafeteng . .	53	51	104	—	—
Mohale's Hoek .	17	28	45	—	—
Quthing . . .	17	18	35	—	—
Qacha's Nek .	13	13	26	—	—
Mokhotlong .	1	—	1	—	—
	272	273	545	1,263	— 718

## D. ASIATICS

<i>District</i>	<i>Males</i>	<i>Females</i>	<i>Persons</i>	<i>1936</i>	<i>Difference</i>
Butha-Buthe .	89	65	154	—	—
Leribe . . .	63	63	126	—	—
Teyateyaneng .	14	4	18	—	—
Maseru . . .	10	5	15	—	—
Mafeteng . . .	6	2	8	—	—
Mohale's Hoek.	3	—	3	—	—
Quthing . . .	—	—	—	—	—
Qacha's Nek .	8	8	16	—	—
Mokhotlong .	—	—	—	—	—
	193	147	340	341	-1

## WAGES AND COST OF LIVING

The few wage earners who find employment in the Territory may be classified as follows :

- Domestic servants, earning from £1. 10s. od. to £5 a month, including the value of food and lodging if provided.
- Labourers, employed mainly on roads and other public works, soil conservation work, etc., at rates of from 1s. 9d. to 2s. a day. Public works labourers work a 54 hour week.
- Foremen, earning from £5 to £8 a month.
- Artisans, earning from £8 to £17 a month.
- Trading store employees, earning £3 to £7 a month.

In considering these wages it should be remembered that every married man is entitled to lands on which to grow food, free occupation of a site for his house, and communal grazing rights for his cattle.

During the year there has been a continual, steady rise in the cost of living in Basutoland. The following table shows the rise in prices of various commodities since 1948 and indicates the pre-war prices :

<i>Commodity</i>		<i>Price</i>							
		<i>1938</i>		<i>1948</i>		<i>1949</i>		<i>1950</i>	
		<i>s.</i>	<i>d.</i>	<i>s.</i>	<i>d.</i>	<i>s.</i>	<i>d.</i>	<i>s.</i>	<i>d.</i>
Bread	per 2 lb. loaf	4		7½		8½		8½	
Flour	per pound	2		3½		3½		3½	
Rice	per pound	4		9½		10		Unobtainable	
Oatmeal	per pound	3		5		5		9	
Tea	per pound	2	3	5	—	7	3	7	3
Coffee	per pound	1	9	2	11	3	—	4	11
Sugar	per pound	3		4½		3½		3½	
Jam	per pound	5		9		1	6	1	9
Potatoes	per pound	1		3		3		3	

		s.	d.	s.	d.	s.	d.	s.	d.
Butter	per pound	1	2	2	6	2	6	2	9
Cheese	per pound	1	2	1	10	2	4	2	3
Eggs	per dozen	1	6	2	6	1	6—4s.	1	6—4s.
Milk	per gallon	2	—	2	8	3	—	3	—
Bacon	per pound	1	5	2	9	2	9	2	8
Beef	per pound		6		1		1		5
Mutton	per pound		7		1 3		1 3		1 6

## TRADE UNIONS

It was a necessary condition for obtaining assistance from the Colonial Development Fund that facilities should be provided for the establishment and activities of Trade Unions. There had previously been no need for such legislation in Basutoland owing to the total lack of industries.

Proclamation No. 17 of 1942, entitled the Basutoland Trade Unions and Trade Disputes Proclamation, has provided for the registration and regulation of Trade Unions in Basutoland and for the orderly settlement of trade disputes.

By the end of 1950 no Trade Unions had been registered in Basutoland.

## CHAPTER II

## OCCUPATIONS AND LABOUR

The principal occupations of the Basuto are agriculture and stock farming, and for these pursuits the country provides all the essentials. Its climate favours the development of a healthy, hardy mountain people and it is free from the chief scourges of Africa; there are few mosquitoes and no malaria or tsetse fly. It is also free from many of the forms of cattle disease which plague countries nearer sea level.

However, primitive methods of farming have made the soil less productive and, through hastening erosion, have actually decreased the area of arable land. At the same time the population has increased under the "pax Britannica" so that there are more people to feed and yet less food is produced than before. The measures which are being taken to conserve the soil and to make it more productive are described in a later chapter.

As the average family has not enough land to support it, it is necessary for the men to leave home periodically to look for work. There are no industries in Basutoland besides the printing industries of the P.E.M.S. and the R.C. Missions which employ about 80 and 40 Basuto respectively. Apart from employment in the Government Service or

at trading stores, there is little work to be found in the Territory. It is, therefore, necessary for the Basuto to leave the Territory to work in the Union of South Africa.

Until recently most of the men went to the gold mines of the Witwatersrand, but more and more are now finding work in other industries and employment. At 31st December, 1950, 34,094 Basuto were employed on the gold mines. No accurate figures are available of those otherwise employed, but it is known that more than 10,000 were working on the coal and diamond mines and more than 27,000 were in other employment in certain areas of the Transvaal and Orange Free State alone.

The table below shows the number of passes issued in the last three years to Basuto leaving the Territory for employment in the Union of South Africa. The difference between the number of passes issued and the workers employed on the mines is largely accounted for by the numbers who remained at the mines from previous years.

<i>Mines</i>	<i>1948</i>	<i>1949</i>	<i>1950</i>
Gold . . . . .	20,562	30,401	20,795
Coal . . . . .	4,701	4,790	3,497
Diamond . . . . .	878	1,787	1,012
Manganese . . . . .	126	1,120	253
Other Mines . . . . .	575	1,699	1,313
<b>Total Mines . . . . .</b>	<b>26,842</b>	<b>39,797</b>	<b>26,870</b>
Agricultural . . . . .	4,199	5,284	5,145
Miscellaneous . . . . .	18,778	15,324	17,609
<b>Totals . . . . .</b>	<b>49,819</b>	<b>60,405</b>	<b>49,624</b>

The Chamber of Mines, Johannesburg, is represented by the Native Recruiting Corporation Ltd., with its local Superintendent and head office in Maseru, and branch offices in other district headquarter stations. The corporation recruits either under contract or under the Assisted Voluntary System.

The contract, which is attested before a Government officer, binds the recruit to work in a certain mine for a certain number of shifts at given rates of wage, according to the class of work performed. Basuto, incidentally, are usually employed on the more difficult and better paid tasks, such as shaft sinking. The majority are employed underground.

Most recruits for the mines prefer to engage under the Assisted Voluntary System. By this system the recruit is not attested for work on any particular mine, but agrees to proceed to Johannesburg for work on any of the mines enumerated in a schedule. On arrival he is given three weeks in which to choose his mine.

A large percentage of the Basuto recruited for the mines defer a portion of their earnings for payment to them on their return to Basutoland. In 1950 £179,863 was paid out through the Native Recruiting Corporation as deferred wages. Many also remit money to their families through the Native Recruiting Corporation, and in the year under re-

view this amounted to £166,512. Although statistics are not available it is estimated that an amount at least equal to this is remitted through the post. This is very satisfactory and is given every encouragement by Government.

Labour is also recruited by other approved Labour Agents for work on coal, diamond, and manganese mines, farms, and other employment.

In 1932 an office was opened temporarily in Johannesburg for collecting tax from Basuto employed on the Witwatersrand. At the beginning of 1935 the Agency was permanently established and it has been maintained ever since. The Agency at first dealt only with the collection of revenue, but it soon began dealing with the domestic affairs of the Basuto on the Witwatersrand, encouraging them to save money, giving them home news, counteracting as far as possible the temptations of their environment, repatriating those who are indigent and, generally, giving advice and assistance to them whenever required.

Sub-agencies have since been opened at Springs and Randfontein, and another sub-agency is planned to be situated at Welkom, the centre of the new gold fields of the Orange Free State.

During the year under review, the Agent made tours of the Coal fields in Natal and the Diamond Mines of Kimberley reporting on conditions of employment. In addition visits were paid to Cape Town and Bloemfontein and Durban for the purpose of collecting tax from Basuto working there.

The Bechuanaland Protectorate and Swaziland now share in the Agency which thus deals with Africans from all three High Commission Territories, both in regard to the collection of taxes and in general welfare work.

Recruiting is only permitted for those concerns which provide good living and working conditions and the Agent for the High Commission Territories and his Officers spend much of their time in inspecting conditions on the mines and elsewhere. During the year the Agent visited many labour centres in the Union as far apart as Durban and Cape Town and made contact with many Basuto who were working far from their homes. Partly as a result of these visits the tax collections of the Agency for the period 1st April to 31st Dec. amounted to £90,500 as compared with £77,314 for the same period in the previous year.

#### LABOUR LEGISLATION

The following labour legislation is in force in the Territory :

Proclamation No. 37 of 1936 enables the High Commissioner to regulate the level of wages paid to natives in any occupation or in any area within the Territory. A minimum wage level may be prescribed by Notice in the Official Gazette.

Proclamation No. 71 of 1939 regulates the condition of employment of women, young persons, and children in industrial undertakings, and prohibits the employment of any person under the age of 12 years

in any such undertaking, whether public or private, unless it shall be owned by that child's parents.

Proclamation No. 5 of 1942 amended and consolidated the law relating to the recruitment and contracts for the employment of Basuto for work in the Union of South Africa.

Proclamation No. 4 of 1948 makes provision for the payment of compensation to workmen employed in Basutoland who suffer injury or death or contract disease in the course of their employment.

### CHAPTER III

## PUBLIC FINANCE AND TAXATION

The budget for the financial year 1949-50 provided for a deficit of £48,511. This was in fact reduced to £37,159, the total Revenue including Colonial Development and Welfare Grants being £983,135 compared with the total expenditure, including that on Colonial Development and Welfare Schemes, of £1,020,294. The market prices of investments at the end of the year shewed a depreciation of £11,991.

The main factors contributing to the reduction in the deficit were increases in the collection of Income Tax, Native Tax and Wool and Mohair Export Duty, and a decrease in the expenditure on Public Works arising from a curtailed building programme on grounds of economy. The full effect of this was however offset by a shortfall in Customs & Excise Duty. Import restrictions imposed by the Government of the Union of South Africa reduced total receipts of which this Territory receives 88.575 per centum in accordance with a Customs Agreement between the two countries.

The revised position at 31st March 1951 is anticipated to be as follows :

Accumulated surplus balance at 31.3.49 :		£535,554
Less Deficit for year 1949-50	£37,159	
Depreciation on Investments	11,991	49,150
Surplus balance at 31.3.50 :		486,404
Estimated (revised) Expenditure 1950-51	£982,852	
Estimated (revised) Revenue 1950-51	929,617	
Estimated Deficit for year 1950-51		53,235
Estimated Surplus Balance 21.3.51		£433,169

## REVENUE AND EXPENDITURE

The following is a statement of Revenue and Expenditure for the last five years :

<i>Head</i>	1945-46	1946-47	1947-48	1948-49	1949-50
	£	£	£	£	£
Native Tax . . . . .	198,528	233,360	249,607	267,171	267,951
Customs & Excise . . . . .	214,521	340,387	333,244	356,279	284,337
Posts & Telegraphs . . . . .	56,816	55,947	50,386	38,957	36,181
Licences . . . . .	12,042	13,964	15,319	17,363	16,111
Fees of Court or Office . . . . .	4,419	4,326	4,240	4,896	4,764
Judicial Fines . . . . .	1,455	2,626	2,046	2,825	2,827
Income Tax . . . . .	49,408	59,486	104,407	132,579	159,347
Personal & Savings Fund Levy	4,210	144	—	—	—
Excess Profits Duty . . . . .	73,502	40,557	—	—	—
Trade Profits Special Levy	3,068	2,317	2,029	—	—
Poll Tax . . . . .	1,886	1,999	—	2,047	2,032
Fees for Services Rendered	12,360	15,240	15,107	15,363	14,154
Interest . . . . .	3,999	4,147	7,942	9,446	9,296
Wool & Mohair Export Duty	23,494	26,262	25,410	25,298	40,692
Miscellaneous . . . . .	13,052	26,377	29,708	31,288	35,864
Education Levy . . . . .	23,382	—	—	—	—
Rent from Government Property . . . . .	—	—	—	4,646	19,596
	696,142	827,139	839,445	908,458	893,152
Colonial Development Fund.	27,792	36,165	56,047	72,477	89,983
<b>Total . . . . .</b>	<b>£723,934</b>	<b>863,304</b>	<b>895,492</b>	<b>980,935</b>	<b>983,135</b>

## EXPENDITURE

<i>Head</i>	1945-46	1946-47	1947-48	1948-49	1949-50
	£	£	£	£	£
Resident Commissioner . . . . .	25,962	29,284	31,220	44,289	5,090
District Administration . . . . .	48,223	41,831	46,716	65,479	69,712
Police & Prisons . . . . .	68,148	88,096	89,841	102,377	130,903
Posts & Telegraphs . . . . .	21,268	25,842	34,847	35,021	40,800
Judicial & Legal . . . . .	9,008	12,010	14,138	18,775	15,533
Public Works Dept. . . . .	10,883	12,301	15,971	24,134	24,185
Public Works Reccurrent . . . . .	54,806	52,241	54,333	50,336	46,122
Public Works extraordinary	84,270	61,165	74,463	89,520	36,081
Medical . . . . .	59,361	62,860	73,744	75,603	81,861
Education . . . . .	130,679	145,378	160,526	158,126	155,711
Agric. & Vety. Services . . . . .	78,022	63,059	66,847	74,836	80,101
Allowances to Chiefs & Headmen . . . . .	11,583	5,861	—	—	—
Basutoland & District Councils . . . . .	5,631	69	—	—	—
Leper Settlement . . . . .	28,037	28,192	27,766	28,650	34,373
Pensions & Gratuities . . . . .	22,689	27,261	31,511	31,722	40,981
Miscellaneous . . . . .	13,664	58,487	29,542	29,211	25,969
Grants to National Treasury . . . . .	—	71,500	—	—	—

Contribution to National Treasury . . . . .	—	49,000	—	—	—
Native Administration . . . . .	—	—	78,135	85,847	95,922
Public Relations Office . . . . .	—	—	—	1,636	2,448
Central Stores * . . . . .	—	—	—	—	4,097
High Commissioner's Office* . . . . .	—	—	—	—	8,827
Secretariat * . . . . .	—	—	—	—	13,160
Treasury * . . . . .	—	—	—	—	11,509
Audit . . . . .	—	—	—	—	3,207
Co-operative Society . . . . .	—	—	—	—	2,525
Welfare . . . . .	—	—	—	—	1,299
	<hr/>				
	672,234	834,437	829,600	915,562	930,716
C.D. Fund . . . . .	—	36,165	56,047	74,418	89,578
	<hr/>				
Total Expenditure . . . . .	£672,234	870,602	885,647	989,980	1,020,294
	<hr/>				

\* Previously included under "Resident Commissioner".

## STATEMENT OF ASSETS AND LIABILITIES AS AT 31st MARCH 1950

<i>LIABILITIES</i>			<i>ASSETS</i>		
<i>Deposits</i>			<i>Cash</i>		
	£	s. d.	£	s. d.	£ s. d.
Basuto National Treasury . . . . .	90,000	0 0	With Bank and Sub-accounts . . . . .		75,098 17 7
Bechuanaland & Swaziland Tax Account . . . . .	3,038	15 0	With Crown Agents . . . . .		169 1 6
Levy on Sale of Mealies . . . . .	4,065	15 10	With Joint Colonial Fund		259,000 0 0
Miscellaneous . . . . .	29,870	2 0			334,267 19 1
Prisoners Property . . . . .	321	1 2			
			127,295	14 0	
<i>Special Funds</i>			<i>Investments</i>		
Basutoland War Levy . . . . .	5,459	8 11	Surplus Balances :		
Basutoland Wool & Mohair Fund . . . . .	46,363	0 7	Central Government . . . . .	168,474	10 <sup>*</sup> 5
Colonial Development and Welfare Grants . . . . .	9,028	8 1	Basuto National Treasury	90,000	0 0
Guardians Fund . . . . .	999	2 9			258,474 10 5
Personal Savings Fund Loan account . . . . .	424	14 7			
Provident Fund . . . . .	7,194	0 1	<i>Advances</i>		
			Maseru Electric Light (pending raising of loan)	18,542	16 4
<i>General Revenue Balances</i>			Sundry Advances . . . . .	46,760	7 0
Balance as at 1.4.49 . . . . .	535,554	4 2	A.P.C. Pensions . . . . .	6,142	16 9
• Less Deficit at 31.3.50 . . . . .	37,159	7 5	Stores Suspense Stocks . . . . .		71,446 0 1
					18,979 13 4
Less Depreciation on Investments . . . . .	498,394	16 9			
	11,991	2 10			683,168 2 11

\* Note: The above statement does not include £1,536. 6. 0d. due from H.M. Government in respect of Colonial Development and Welfare Grants.

## MAIN HEADS OF TAXATION

*Native Tax*

Revenue from Native Tax for the year ending 31st March 1951 is anticipated to be approximately £267,000, exceeding the original estimate by £7,000. Tax is payable by each adult male domiciled in Basutoland, the normal rate being 34s. The wealthier persons are taxable at 40s. A further sum of 25s. is payable for each wife excluding the first, a maximum of two wives being taxable.

*Customs Excise*

Although, as previously stated, duty paid during the year 1949-50 fell short of that anticipated owing to import restrictions, the amount collected during the year ending 31st March 1951 is expected to reach nearly £320,000, £42,000 over the original estimate.

*Trading Licences*

Details of the licence fees payable are shewn in Proclamation No. 28 of 1928, the more important being :

General Dealer . . . . .	£25
Commercial Traveller . . . . .	£15 and £25
Trading Agent . . . . .	£15
Other Specified trades . . . . .	£2 to £10

*Income Tax*

The rates fixed and rebates allowable in respect of the year ended 30th June, 1950 were :

(1) *Normal Tax*

	<i>Basic Rate per £ of taxable Income</i>	<i>Increase in Rate for each £ in excess of £1 By 1/1000 of a penny</i>	<i>Surcharge after deducting Rebates</i>
Married	15d.		40%
Unmarried	18d.	" " " "	50%

(2) *Super Tax*

(On incomes in excess of £1775)

Married	} 24d.	By 1/400th of a penny	45%
Unmarried			50%

*N.B.* For each pound in excess of a taxable income of £16,000 the rates are 4s. 2d. normal tax and 8s. 8d. super tax.

Rebates : From the tax calculated at the above rates, the following rebates are deducted :

(a) *Normal Tax*

Primary	{ Married	£26
	{ Unmarried	£20
Children	£10 per child	
Dependants	£2. 10s. per dependant	
Insurance Premiums, etc.	1s. 3d. per pound.	

**(b) Super Tax**

Primary £210

Example of the calculation of normal tax payable by a married man with income of £800 ; one child ; one dependant ; £40 insurance premiums.

Rate : 15.799*d.* per £1 (i.e. 15*d.* plus 799/1000 of a penny)

Tax payable = 800 × 15.799*d.*, less rebates ; plus surcharge

= £52. 13*s.* 3*d.* less £41 + 40%

= £16. 6*s.* 7*d.* less £3 Poll Tax if paid.

Public Companies were taxed at the rate of 7*s.* 6*d.* for each pound of taxable income, subject to a rebate of £45.

Income Tax amounting to £159,355 was collected during the financial year ended 31st March, 1950. The estimated tax for the year ending 31st March, 1951 is £145,000.

Income Tax is not payable by Africans.

**Stamp Duty**

Stamp duties and fees are payable as prescribed in the Schedule to Proclamation No. 16 of 1907.

**Death Duties**

(a) *Succession Duty*. Subject to certain provisos and exemptions set out in Proclamation No. 20 of 1935 as amended by Proclamation No. 1 of 1945, the rates of Succession Duty are as follows :

<i>Degree of Relationship of Successor to Predecessor</i>	<i>Rates of Duty upon dutiable amount of succession</i>
(i) Where the successor is the direct descendant or ascendant of the predecessor . . . . .	3 per cent
(ii) Where the successor is the brother or sister of the predecessor . . . . .	5 per cent
(iii) Where the successor is the descendant of the brother or sister of the predecessor . . . . .	8 per cent
(iv) Where the successor is otherwise related to the predecessor or is a stranger in blood or is an institution . . . . .	12 per cent

(b) *Estate Duty*. This is payable by the Estate in terms of Proclamation No. 20 of 1935, as amended, and is distinct from Succession Duty which is payable by successors. The rate of Estate Duty chargeable upon each pound of the dutiable amount is three-tenths of a pound for every complete one hundred pounds or part thereof contained in the dutiable amount, subject to a maximum rate of 6*s.* 8*d.* upon each pound. A rebate of £300 is deducted from the amount of duty at the rate so calculated, with the result that it is only on estates where the dutiable amount exceeds £10,000 that Estate Duty is payable.

*Wool & Mohair Export Duty*

A levy at the rate of 1d. a lb. is made on all wool and mohair exported from the Territory, one half accruing to Revenue and one half being credited to the Wool and Mohair Fund in accordance with Proclamation No. 39 of 1931. The Fund, which at 31st March 1950 amounted to £46,363, was established for the promotion and improvement of the production and marketing of these products.

*Poll Tax*

Poll Tax of £3 per annum is payable by all adult males who do not pay Native Tax.

*Post & Telegraphs*

During the financial year 1949-50, Post Office Revenue amounted to £36,180 while Expenditure was £40,800. The deficit was due chiefly to a shortfall in telephone revenue and to the lack of interest in the Universal Postal Union Commemorative Special Stamp issue.

## CHAPTER IV

## CURRENCY AND BANKING

There are no agricultural or cooperative banks within the Territory, but the Standard Bank of South Africa Limited has a branch Office at Maseru. This is the only Bank in the Territory.

The Currency is provided for under Proclamation 2 of 1933 and is the same as in the Union of South Africa.

There have been no important developments under this head during the year under review.

## CHAPTER V

## COMMERCE

It will be seen from Table I below that, with the exception of the year 1928, the value of imports has greatly exceeded that of exports. The adverse balance was considerably reduced during the year under review owing to the high price paid for Basutoland Wool, the total value of which was £1,563,914 as compared with £976,698 in the previous year.

In past years the adverse balance has been offset by the export of labour to the mines, industries and farms in the Union resulting in an influx of cash to Basutoland in the form of remittances and Deferred pay. The increased value of imports is explained by the general rise in prices and is not due to an increased volume of goods coming into the Territory.

Most of the retail trade of Basutoland is in the hands of Europeans and a few Indians in the north, though since the war many Basuto have applied for, and have been granted, trading licences. In normal years the most important exports of the Territory are wool, mohair, wheat and cattle. The value in the last three years shows the following proportions to total exports :

	1948	1949	1950
Wool . . . . .	55%	76%	68.4%
Mohair . . . . .	7%	10%	12.72%
Wheat . . . . .	9%	.2%	1.53%
Cattle . . . . .	5%	3.6%	2.23%

Little wheat was reaped or exported in 1949 because of the drought.

TABLE I

*Value of total imports and exports for the years 1920, 1928, 1936, 1938-1950*

Year	Imports £	Exports £
1920 . . . . .	1,180,986	937,038
1928 . . . . .	921,573	1,013,392
1936 . . . . .	712,125	302,193
1938 . . . . .	749,126	401,512
1939 . . . . .	866,403	405,517
1940 . . . . .	875,280	461,666
1941 . . . . .	992,924	531,447
1942 . . . . .	1,033,328	459,589
1943 . . . . .	1,118,747	464,621
1944 . . . . .	1,422,545	516,538
1945 . . . . .	1,624,734	501,269
1946 . . . . .	2,056,182	485,204
1947 . . . . .	1,628,521	887,773
1948 . . . . .	1,807,256	1,336,269
1949 . . . . .	2,244,117	1,275,437
1950 . . . . .	2,432,637	2,286,255

TABLE II

*Values and quantities of principal imports during 1949 and 1950*

	Quantity		Value in £	
	1949	1950	1949	1950
<i>Merchandise</i> . . .	—	—	1,744,906	2,216,279
<i>Livestock</i>	No.	No.		
Horses, Mules, etc. .	985	2,122	7,571	16,887
Cattle . . . . .	41,148	5,166	30,362	33,494
Sheep & Goats . .	268	306	360	493
<i>Grain</i>	Bags	Bags		
Wheat & Wheatmeal .	34,749	34,317	61,623	61,393
Maize & Maizemeal .	307,196	63,306	361,113	73,751
Kaffir Corn . . . .	15,625	11,101	30,592	20,689
Other produce . . .	—	—	7,590	10,651
<b>Total</b> . . . . .			<b>2,244,117</b>	<b>2,432,637</b>

TABLE III

*Values and quantities of principal Exports during 1949 and 1950*

<i>Livestock</i>	No.	No.		
Horses, Mules, etc. .	430	82	3,735	910
Cattle . . . . .	3,977	4,995	45,725	51,100
Sheep & Goats . . .	1,416	1,525	2,885	3,427
<i>Grain</i>	Bags	Bags		
Wheat & Wheatmeal .	1,770	23,592	2,602	34,967
Maize and Maizemeal	4,144	11,369	4,647	12,362
Kaffir Corn . . . .	3,256	26,020	5,622	38,768
Barley . . . . .	—	322	—	777
Beans & Peas . . .	13,107	29,063	46,081	113,445
Oats . . . . .	—	127	—	95
<i>Wool &amp; Mohair</i>	lb.	lb.		
Wool . . . . .	9,708,212	8,537,631	976,698	1,563,914
Mohair . . . . .	1,381,523	1,350,897	127,661	290,701
<i>Hides and Skins</i>				
Hides . . . . .	732,098	465,317	42,083	45,948
Skins . . . . .	336,527	322,558	14,016	25,481
<i>Miscellaneous</i> . . .	—	—	3,682	4,360
<b>Total</b> . . . . .			<b>1,275,437</b>	<b>2,286,255</b>

*Note :* The values and quantities of imports given in Tables I-III relate only to imports and exports made by Traders, through whose hands most of the general trade of the country passes. In addition account

must be taken of imports made by Government which are considerable, exports made by individual Basuto and Co-operative Societies, and Cattle exported after being sold at Government auction sales.

Tables IV and V below show certain of these exports which are not included in the figures given in Tables I-III.

TABLE IV

*Livestock sold to buyers from the Union of South Africa at Government auction sales during 1950*

	Number	Value
Cattle . . . . .	1,328	£13,648
Other animals. . . . .	Nil	

TABLE V

*Exports of Wool and Mohair by Co-operative Societies, Hawkers, and individual Basuto during 1950*

Wool . . . . .	1,455,729 lb.
Mohair . . . . .	112,547 lb.

TABLE VI

The following comparative table for 1949 and 1950 indicates the country of origin of motor vehicles registered in the Territory.

(a) *Private Motor Vehicles and Taxis*

Country of origin	New Registrations		Total Registrations	
	1949	1950	1949	1950
Great Britain . . . . .	17	14	41	55
Canada & U.S.A. . . . .	88	84	549	533
Italy . . . . .	—	—	2	1
France . . . . .	4	2	6	8
Germany. . . . .	—	—	2	4
Total . . . . .	109	100	600	601

(b) *Commercial Vehicles*

Great Britain . . . . .	5	7	14	14
Canada and U.S.A. . . . .	64	44	336	335
Total . . . . .	69	51	350	349

(c) *Motor Cycles*

Great Britain . . . .	1	3	7	10
Canada & U.S.A. . . .	—	—	5	—
Germany. . . . .	—	—	1	—
Total . . . . .	1	3	13	10

Apart from food, the chief articles bought by Africans are clothing and agricultural implements. The clothing comes largely from the Union of South Africa, the implements chiefly from Canada. The number of African owned buses and commercial vehicles is increasing due to the greater participation of Africans in commercial undertakings. A considerable number of the European population own motor cars.

Since all imports are made through the Union of South Africa, it is not possible to give figures detailing the country of origin of imports or destination of exports.

There is very little tourist traffic in Basutoland.

## CHAPTER VI

## 1. AGRICULTURAL AND LIVESTOCK SERVICES

## AGRICULTURE

There are no industries in Basutoland and a geological survey conducted in 1935 has made it clear that there is not much chance of any mineral development. The few possibilities of economic development, such as the damming of the Orange and other rivers to provide hydro-electric power and irrigation schemes, and the shade drying of hides and skins, are being carefully investigated. The future wealth of the country must, however, lie mainly in the development of agriculture and stock raising.

## AERIAL SURVEY AND MAPPING

The first prerequisites for formulating a plan for the rehabilitation of the denuded areas in Basutoland are an accurate map, and a set of aerial photographs. With the assistance of the Directorate of Colonial Surveys this work was started in April, the staff for the necessary ground control, which it is estimated will take about 15 months to complete on account of the difficult terrain, being assembled in May. The essential nature of this work necessitated its being given first priority in the use of mule transport, which has to a degree slowed down the normal programme of agricultural extension work in the mountain areas. Sixty primary trigono-

metrical beacons have been constructed, together with numerous secondary beacons, and triangulation observations are at present being carried out. Special attention is being paid to survey requirements for hydro-electric development of the Orange and Senqunyane valleys.

#### AGRICULTURAL SURVEY

The information obtained from the survey, which was carried out on a random sampling basis and completed in July is likely, judging by the preliminary results which are available, to prove of the greatest value in any schemes of rehabilitation which it may be necessary to adopt in the future. Final figures on the points which the survey was designed to give information are not yet available. Owing to the interest which has been shown in this, the first practical application of a system of estimation of agricultural and social data, evolved by Rothamsted statisticians, the survey is to form the subject of a separate publication to be issued during 1951. The factual information is primarily for the use of the Food and Agricultural Organization of U.N.O.

#### SOIL CONSERVATION

It is the aim of Government to improve the agriculture of the Territory so that more food and cash crops can be produced. It is therefore vitally important that the soil—which has already been seriously eroded—should be conserved.

During 1950 work has proceeded steadily in spite of adverse weather conditions. In the lowlands 45,635 acres have been terraced at a total cost of £26,045. In the Butha-Buthe and Qacha's Nek Districts a total of 583,156 yards of diversion furrows were constructed at a cost of £6,702. The laws of Lerotholi have now been amended to compel land-owners whose fields derive benefit from the diversion furrows to maintain them by communal endeavour. Steady progress has been maintained with the construction of buffer strips. The total area stripped during the last two winters was 77,367 acres at a cost of £6,909. Approximately 80 per cent of the cultivated lands in the mountain area and the Orange River Valley has now been protected by strips, and at the end of 1950 every field in the agricultural district of Mokhotlong had been thus protected. There remains the large foothill section of the Territory to be done in which area a good start has already been made. Wilful damage to strips occurred in some districts, administrative action being taken against delinquents through the Basuto courts. 44 dams were built at a cost of £11,557, their total capacity being 89,747,800 gallons.

New equipment received during the year included two reconditioned Caterpillar D4 tractors and two no. 124 Adams Graders. They have helped to speed up the work of dam construction.

Soil conservation work is being financed from a C.D. & W. scheme

which is now in its fifth year. The need for speeding up this work has been recognized, and a further free grant of £122,200 has been made for the following additional work :

(1) Demarcation of dongas, i.e. to beacon off all water-courses at a distance from the side of the donga equal to the depth of the donga at that point. Cultivation will not be allowed between the beacons and the donga ;

(2) Dam construction units, and an increase in the number of units working on terracing in the lowlands ;

(3) Run-off observations under varying conditions to give certain fundamental information on soil erosion ; and

(4) The appointment of Development Officers, and the provision of their equipment, to assist the permanent staff in carrying out the urgent extra duties arising from, for example, the branding and registration of livestock and goat reduction, both of which are matters connected indirectly with soil conservation.

#### GRAZING CONTROL

There has been a most encouraging return of grass in all areas which have been destocked, but it is considered that at least a further season will be required in those areas which are now in their fourth season of rest before restocking on a rotational basis can be considered.

Destocking has been effected in all the denuded areas of a further three districts. All important denuded areas, with the exception of those in two districts have now been brought under control, and it is anticipated that this work will be completed in the coming year.

#### CROP PRODUCTION

The principal crops grown in the Territory are maize, wheat and sorghum followed by peas, beans, barley and oats, in that order of importance.

Weather conditions during the year were excellent for the growth of all crops. Late-sown crops of maize and sorghums were damaged to a degree by the abnormal rains of April and May, as were also stacks of wheat awaiting threshing in the mountains. Autumn-sown wheat reaped in December was rather set back by a dry spell and late frosts in October, but the yield, for which no figures are yet available, was considered to be larger than has been the case for many years.

The wet season resulted in a heavy attack of rust in wheat selections and varieties imported from the Union and elsewhere, this being of great assistance in deciding on varieties to be maintained.

Yield figures for 1950 are given in the table below, with estimated yields for the previous seven years. The 1950 yields are based on preliminary figures obtained from the Agricultural Survey, and are subject to correction. Before 1950 figures were estimated on somewhat arbitrary

assumptions, which explains the wide variation between the 1950 yield figures and those for previous years.

<i>Crop</i>	<i>1944</i>	<i>1945</i>	<i>1946</i>	<i>1947</i>	<i>1948</i>	<i>1949</i>	<i>1950</i>
<b>Maize</b>	700,000	400,000	414,000	715,000	830,000	50,000	2,345,900
<b>Sorghum</b>	300,000	150,000	123,000	490,000	380,000	30,000	571,200
<b>Wheat (spring)</b>	416,000	325,000	156,000	350,000	430,000	50,000	572,200
<b>Other crops</b>	56,000	40,000	32,000	36,000	60,000	18,000	144,200
<b>Total</b>	<b>1,472,000</b>	<b>915,000</b>	<b>725,000</b>	<b>1,591,000</b>	<b>1,700,000</b>	<b>148,000</b>	<b>3,633,500</b>

83,925 bags of 200 lbs. net of maize and maize products were imported during the year, mainly during the first four months on account of the poor harvest the previous year. On this £17,222 was refunded to the Union Government, being the amount by which the consumers in the Union are subsidized by the Union tax-payers on that quantity of maize.

Reinforced cement brick grain storage tanks have been completed to a total capacity of 30,700 bags.

An allocation of 835 bags of superphosphate made to Basutoland by the Union Controller of Fertilizers was easily disposed of. Accurate records of the use of kraal manure and village ash were not kept, but all districts report a decline in the number of lands manured. This decline is to be associated with the cessation in December 1949 of the payment of a manuring subsidy.

It has long been recognized that the traditional diet of the Basuto needs to be supplemented with fresh vegetables and fruit in order to counteract the deficiency diseases which are still prevalent. Every encouragement is therefore given to Basuto to grow vegetables and to plant fruit trees.

Over 12,000 Basuto families are now working small vegetable gardens.

Lectures and demonstrations on agricultural subjects were given throughout the year by Agricultural and Livestock Officers and by African Demonstrators.

The normal work of Agricultural and Livestock Officers and Demonstrators was interrupted during the first half of the year by the collection of data for the Agricultural Survey, and latterly by the shortage of mules and equipment for travelling in the mountain area entailed by the Ground Control work for the Aerial Survey.

A start was made in establishing a small training centre at Botšabelo, four miles from Maseru, where it is proposed to give training in simple veterinary matters to selected Basuto. It is hoped that it will be possible to use this centre later to train demonstrators, thereby avoiding the need to send Basuto away for their agricultural training.

A rotation experiment designed to show the value of grass leys of varying periods gave no increased return in the subsequent maize crop after two years under grass.

On the livestock side, progress with the breeding programme in the indigenous milk-recorded herd was continued, two bulls bred at the livestock improvement centre being used for the first time.

Two demonstration farms are being worked by Basuto under the guidance of Agricultural and Livestock Officers, and it is again apparent that the returns obtained from small livestock and their products must provide largely for the needs of peasant farmers.

### TREE PLANTING

Tree planting committees of Basuto working in conjunction with district teams have been formed in all districts. The function of these committees is to foster tree planting in their own areas. Funds from the Local Rate have been used for fencing in tree areas as required.

## LIVESTOCK AND VETERINARY

### ANIMAL HUSBANDRY

The major export from the Territory is wool.

Prices were high during 1950 and many Basuto derived a considerable income from this source. 10,200,635 lb. of wool and 1,589,200 lb. mohair were exported during the period January to December 1950 for which it is estimated that the producers received £2½ million.

The present favourable prices for Basutoland wool are largely the result of the policy of wool improvement which has been followed by Government since 1937. Before then wool was not classed, all types being mixed up and sold together in the same lot under the name "Basutoland". The market price of this product was, of course, poor and in times of depression it could not be sold at all. A Government classing scheme was therefore introduced in 1937 whereby wool was sorted into a series of different classes under the supervision of qualified wool sorters. Flock owners were also taught a simple method of wool classing, which they could follow without supervision.

At the same time the type of sheep has been steadily improved by castration of locally-bred rams of undesirable type, and the introduction of pure-bred merino rams which are resold to flock owners below cost price. For example, in 1950, 755 rams were introduced from the Union of South Africa.

As a result of these measures the quality and price of Basutoland wool have risen steadily.

Eighteen wool sheds were built during the year at which flock owners can shear and class their wool under the supervision of wool classers trained and paid by Government. Buyers at the coast are particularly interested in wool classed in this way.

In 1948 the Basutoland Council agreed that the number of goats in the Territory should be reduced. A representative committee of Basuto goat owners met in April 1949, and after some discussion worked out a method by which the number of goats in the Territory will be reduced from over 600,000 to 480,000 over a period of 5 years. At the same time Angora rams will be introduced for re-sale to goat owners. In this way the quality of the goats will improve as the number decreases, and badly needed grazing will be available for other animals. It has not been possible yet on account of shortage of staff to make a beginning with the scheme, but the recruitment of Development Officers will enable it to be started in the near future. 50 Angora rams were introduced during the year and re-sold to flock owners.

The livestock census made in 1949 showed the following :

Cattle.	. . . . .	431,141
Horses	. . . . .	98,832
Donkeys	. . . . .	49,005
Sheep	. . . . .	1,557,546
Goats.	. . . . .	609,267
Pigs	. . . . .	30,111
Mules	. . . . .	2,468

The improvement of livestock calls for a long term policy, and while in the past there have been many attempts at improvement, it was considered that continuity of policy could only be maintained by the formation of a Livestock Board, whose functions would be :

- (a) to decide and maintain a long term policy for the control and operation of the Livestock Industry in Basutoland ;
- (b) to bring about a spirit of full co-operation between the people in Basutoland and the Government on Livestock matters ; and
- (c) to advise the Government and the Paramount Chief on all Livestock matters in Basutoland.

Such a board, consisting of senior members of the Agricultural Department and Africans nominated by the Paramount Chief was formed during the year.

#### ANIMAL HEALTH

With the exception of drought losses towards the end of the year, the general health of livestock in Basutoland during 1950 was very satisfactory. No outbreaks of disease of a serious nature occurred, and the Territory remained free of major epidemics.

## 2. CO-OPERATIVE SOCIETIES

In the Annual Report for 1949 mention was made of the spontaneity of development which characterized Co-operations' second year in Basutoland, and of the fact that expansion had almost outrun the supervisory capacity of the Co-operative staff.

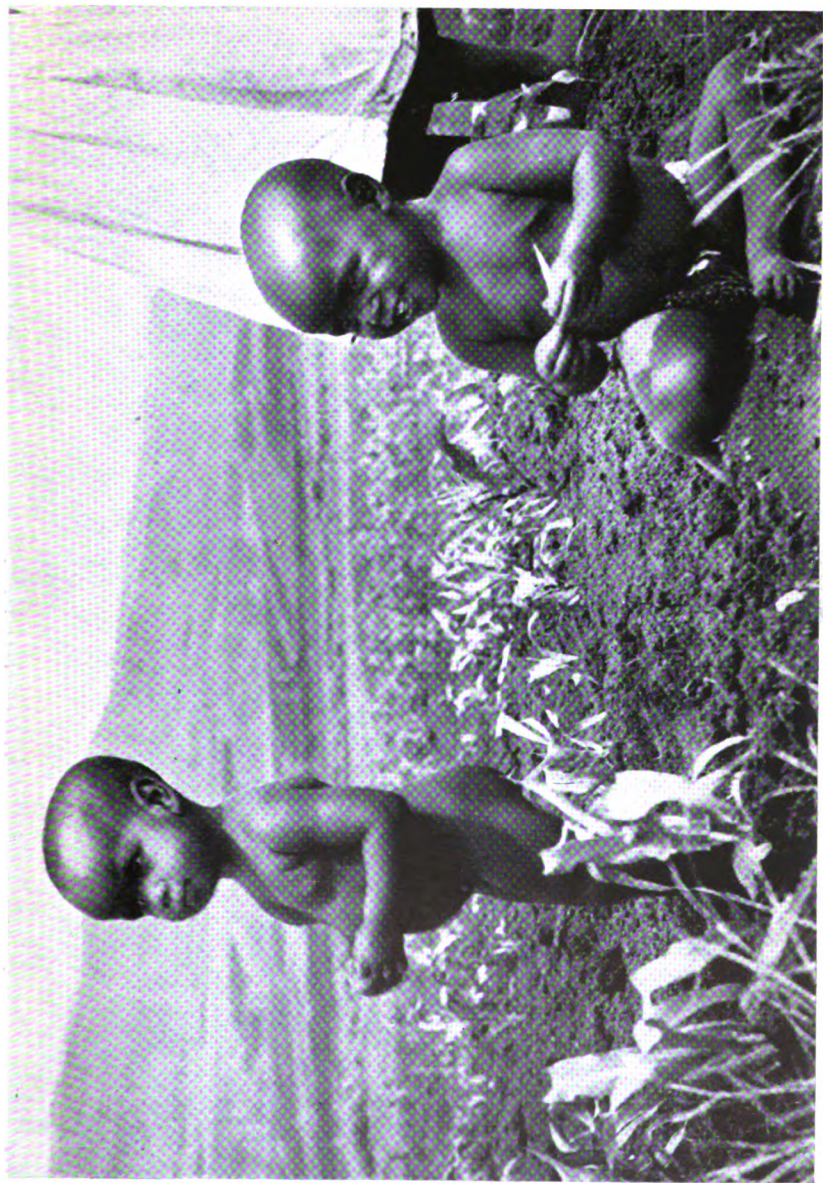
The year 1950 has been one of limited but steady progress. The increasing demand by the Basuto people for co-operative societies could be met only in part, owing to the limitations of staff, but five new societies were registered during the year. During the earlier part of the year the staff still consisted of the Registrar, two African Inspectors and Messenger Attendant, but in August a great step forward was taken with the secondment of an administrative officer as Assistant Registrar, and special provision was made for the appointment of two additional Inspectors early in 1951.

The development policy followed the same lines as the previous year, with the continued fostering of wool and mohair marketing and of consumer co-operation and, to a lesser extent, of thrift. The main object, however, has been to consolidate and establish more firmly existing societies, and the continuation of this consolidation policy is the first essential. The following table gives a comparison of the societies registered as at the end of 1948, 1949, 1950 respectively :

<i>Type of Society</i>	<i>Number of registered Societies</i>			<i>Total Number of Members</i>			<i>Total Share Capital</i>				<i>Turnover</i>		
<i>Year . . .</i>	<i>48</i>	<i>49</i>	<i>50</i>	<i>48</i>	<i>49</i>	<i>50</i>	<i>48</i>	<i>49</i>	<i>50</i>		<i>48</i>	<i>49</i>	<i>50</i>
							£	s.	£	£	£	£	£
Wool & Mohair Marketing Society . . .	3	6	8	211	604	1000	129	10	600	850	—	1,905	54812
Consumers . . .	—	14	17	—	852	1130	—		280	580	—	30	1850
Agric. (Consumer & Prod. Marketing)	—	4	4	—	203	279	—		150	216	—	—	1059
<b>Total . . .</b>	<b>3</b>	<b>24</b>	<b>29</b>	<b>211</b>	<b>1659</b>	<b>2409</b>	<b>129</b>	<b>10</b>	<b>1030</b>	<b>1646</b>	<b>—</b>	<b>19084</b>	<b>57721</b>

### CO-OPERATIVE WOOL AND MOHAIR MARKETING

Co-operative Wool and Mohair Marketing has had a good deal of success since its inception in October 1948. Two new societies of this type were registered during 1950, bringing the total up to eight. Their main function is to export Government-classed merino wool to brokers at the coast on behalf of their members ; but they also export mohair, hides and

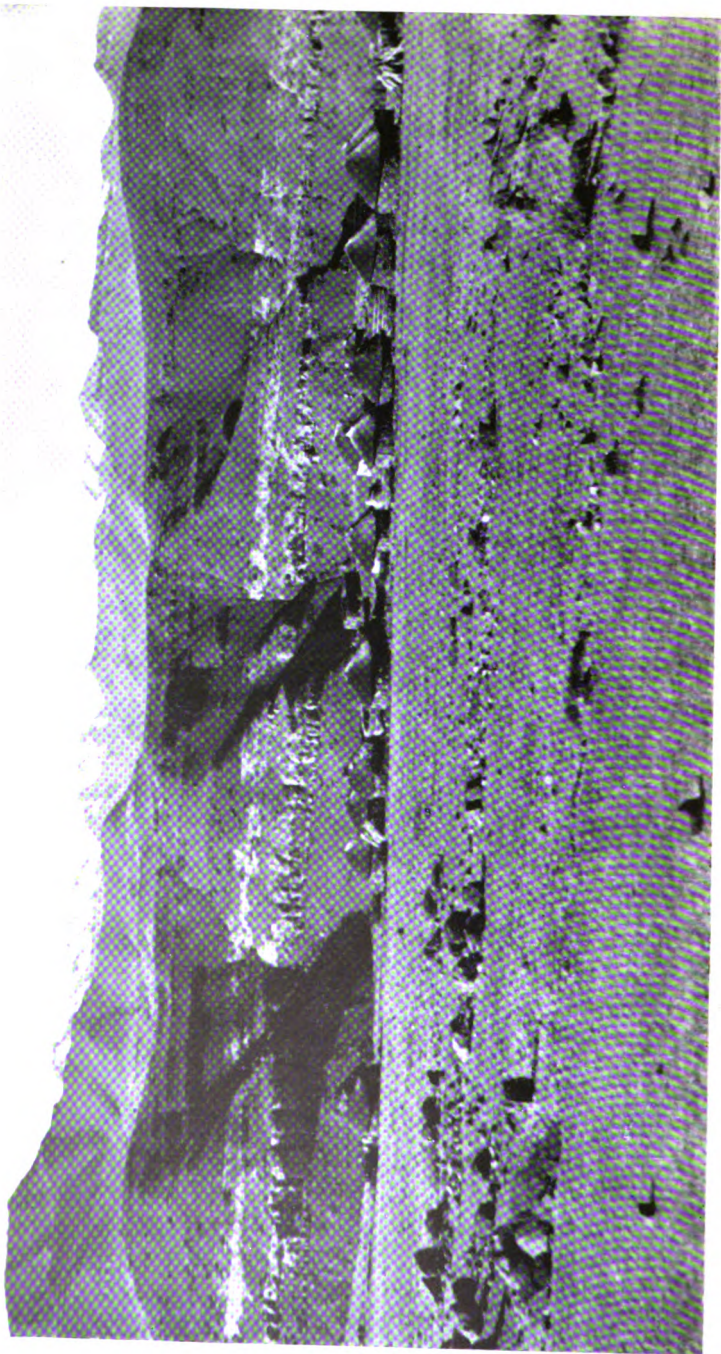


*Young Farmers and Young Maize (Mashai, Qacha's Nek District)*



Digitized by Google  
"Lethuela" or Medicine Man





*Mountain Village (Oacha's Nek District)*

skins, and purchase agricultural and other requisites for their members at wholesale prices. Their insistence that all co-operatively marketed wool shall first be classed up to Government standards is at once building up a name for co-operative wool and helping to break down the prejudice which exists in Union markets against Basutoland wool. The same policy will be adopted in regard to mohair as soon as mohair classing standards are laid down in Basutoland and qualified classers become available, but in the meantime all mohair exported by the societies is classed by the brokers before being offered for sale.

The wool season extends from October to March. The average prices paid to society members at the end of the 1949-50 season were much higher than anything known hitherto, and far in advance of what was obtainable by sale within the Territory. They have been completely outstripped by the 1950-51 prices, however, and the following table gives a comparison of the average prices obtained by societies in 1949-50 with representative prices obtained in December, 1950 :

	C.1	C.2	SS	S	CBP	BP	BKS	XM	LOX.
<i>1949 Averages</i> . . . .	43d.	40d.	37d.	36½d.	37d.	32½d.	28½d.	31½d.	23½d.
<i>December 1950</i> . . . .	85d.	78d.	77d.	76d.	67d.	60d.	55d.	74d.	37d.

These prices are gross, and the societies' commission must be deducted to ascertain what was actually received by members. In the 1949-50 season the commission charged was 4½d. per lb. and for the 1950-51 season it will necessarily be higher, since marketing costs have risen.

These prices for both seasons are very far above the general run of traders' prices within the Territory. The latter have risen greatly in the last two years, however, and it is unquestionable that their rise is not unconnected with the new element of competition introduced by co-operative marketing. Thus the beneficial effect of Co-operation has already been felt throughout Basutoland and has not been restricted only to its members.

In the marketing of mohair, hides and skins co-operative societies also had a successful year. The Territory's annual production of mohair, which is of the angora type, is only about 15 per cent of the volume of wool produced, but at present-day prices it has become, for its size, a valuable crop. The general prices obtained by co-operative societies during the 1950 season, which falls in the winter months, were as follows :

<i>L.F.M.</i>	<i>Type 1</i>	<i>Type 2</i>	<i>Type 3</i>	<i>Type 4</i>	<i>Type 5</i>	<i>Type 6</i>
101d.	80-95d.	58½-95d.	45½-91d.	35-87d.	42-60d.	28-47d.

(Marketing commission charged by societies was 5d. per lb.)

As regards hides and skins, it has been pleasing to see a large increase in the volume exported by societies. Members are beginning to appreciate that prices for hides and skins at the coast are much more favourable than in Basutoland. But a great deal of money is still being lost through

bad preparation. During the month of July the Registrar accompanied the Principal Veterinary Officer on a tour of Tanganyika and Kenya for the purpose of studying local methods of preparation and marketing, and it is hoped that as a result of this the hides and skins industry in Basutoland may be put on a better footing. In this Co-operation can play a very important part.

The wool and mohair marketing societies continued, as a subsidiary function, to supply their members with certain goods at low rates, through bulk purchase from wholesalers. These included stock-salt, sheep-shears, grain bags and farm implements, together with a certain amount of clothing, and increasing use was made of this service.

Detailed statistics are available only up to the 31st March, the end of the societies' financial year. For the period ending 31st March 1950 societies had exported 87 per cent more wool than in the previous year, and 346 per cent more hides and skins, while bulk purchases on behalf of members had risen by over 1000 per cent. The following table gives a comparison of turnover and net surplus for the two years :

	<i>A. As at 31.3.49</i>			<i>B. As at 31.3.50</i>		
	<i>Volume Exported</i>	<i>Value</i>	<i>Net Surpluses</i>	<i>Volume Exported</i>	<i>Value</i>	<i>Net Surpluses</i>
Wool . . .	182,463 lb.	£19,054		345,889 lb.	£49,902	
Mohair . . .	—	—		28,180 lb.	3,064	
Hides & Skins	2,481 lb.	180		11,080 lb.	735	
Bulk Purchases		98			1,111	
Total . . .	184,944 lb.	£19,332	£830	385,149 lb.	£54,812	£1,380

There is much that the Mosuto flock-owner still has to learn of the principles of co-operative marketing. Ultimately it should give him a business sense, teach him the value of money and, most important of all, teach him how to market his own produce and run his own affairs, though much greater understanding and membership-loyalty will be required before that goal is reached. In the meantime it is certainly enriching him in terms of £. s. d.

#### CO-OPERATIVE CONSUMER SOCIETIES

Co-operative consumer societies are still much in demand by the Basuto, and many groups have applied for registration, but it was found possible to register only three more societies during the year. The consumer clubs, (bulk purchase societies) which have been sponsored in Basutoland are simpler and easier to run than co-operative stores, but even so they have called for much supervision and encouragement. There have been difficulties of supply, of transport, of voluntary labour and of membership-loyalty which have combined to dampen the initial enthusiasm of most of these societies, and few of them were in a vigorous con-

dition at the end of the year. Much greater understanding of the implications of these societies is required on the part of their members, and despite the demands for registration of new groups it has been considered unwise as a general principle to start further societies of this type until the existing ones are more firmly established. It is probable too that some reduction will have to be undertaken in the form of liquidation of some of the weakest societies.

The basis of the consumer clubs lies in a system of monthly cash orders by members, which are consolidated by the society and passed on to various wholesalers. In addition, these societies have to an increasing extent been purchasing for resale to members certain commodities in daily demand, such as soap, paraffin, candles, tea, coffee and sugar, in the manner of a co-operative store. Four of the consumer societies are known as agricultural co-operatives, and in these, while their principal function has been supply as described above, there has been more emphasis on agriculture and on the disposal of members' produce, although so far the latter has been confined to hides and skins, and some wool and mohair. At the end of the year the first co-operative store society, of mixed European and African membership, was in process of formation in Maseru, but had not yet been registered. Figures for consumer societies' share capital, membership and turnover have already been shown above.

#### THRIFT

There are at present no thrift societies as such, but two of the agricultural societies mentioned in the preceding paragraph combine thrift with their other functions, members being required at least to make a regular minimum monthly savings deposit, over a two-year cycle, while being provided with facilities for other types of savings deposit as well. It is intended to extend this function to wool and mohair marketing societies and in other ways to encourage co-operative thrift to the maximum extent possible, for it is badly needed in Basutoland especially at the present time of enormous prices for wool and mohair.

#### GENERAL

In conclusion it should be said that although 1950 was a year of progress it was also the beginning of a very necessary period of consolidation after the rapid initial expansion. The immediate purpose of the increased Co-operative staff will be to strengthen the foundations of the movement, on which further expansion can take place later.

## CHAPTER VII

### SOCIAL SERVICES

#### 1. EDUCATION

There has been a drop of approximately 1,500 in the school enrolment compared with the peak figure of over 90,000 in 1948. This is not due to any loss of interest in education—the Basuto are, if that is possible, even keener on education than they were before—but to the good season during the first half of the year, when children were required to do herding, hoeing and other agricultural duties for their parents. Despite the fall in attendance many schools are still over-crowded and pressure on accommodation and equipment continues.

Of the 910 schools in the Territory, no less than 795 are fully or partially aided. Of the aided schools 727 are elementary vernacular schools with a total enrolment of 24,814 boys and 50,979 girls. There are 57 primary intermediate schools (that is schools teaching Standards IV, V and VI) with an enrolment of 2,611 boys and 3,998 girls, and 11 secondary and technical schools with an enrolment of 652 boys and 360 girls. All the 115 unaided schools, with the exception of Pius XII Catholic University College, are elementary vernacular schools with an enrolment of 1,686 boys and 4,148 girls; the University College has an enrolment of 18 men and 4 women. The total enrolment in the Territory was 29,781 boys and 59,489 girls, total 89,270 pupils.

The fall in revenue consequent on the introduction of import control by the Union of South Africa affected education development considerably. Economies were made by reductions in departmental staff, by not employing the additional teachers allowed in the ten-year plan, by not replacing unqualified by qualified staff, as well as various minor savings at Government Controlled Schools, so that it became unnecessary to retrench any mission teachers. These teachers, many of whom are still unqualified, have undoubtedly had a heavy burden to carry and it is hoped that the revenues of the Territory will in future allow the ten-year plan to be implemented.

At the same time as educational expansion was stopped, information was received from institutions in the Union of South Africa that they would be unable to admit Basutoland students unless an extra-territorial fee, varying from £17 to £37 according to the course taken, was paid. Arrangements were therefore made early in the year to absorb into Basutoland institutions the majority of students attending Union schools; two new Form A classes (the first year of the secondary school course) were started at Intermediate schools, and provision was made for double Form A classes at other intermediate schools so that the boarding institu-

tions would have more free places for those in the higher secondary and teacher training classes; a double first year matriculation class was started at the High School. However, at the last moment the extra-territorial fee was not insisted on by the Union authorities and some of the provision made (more particularly double Form A classes) was not in the end required.

Towards the end of November an announcement appeared in the South African newspapers to the effect that, as there were insufficient educational facilities available in the Union for its African population, Africans from Territories outside the Union should not be admitted to educational institutions in the Union; this would apply to primary and secondary as well as higher education. Such an announcement, without any previous warning, has come as a shock to the Territory, especially regarding university education since Basutoland has contributed £300 annually to the South African Native College, Fort Hare, for the last thirty years and has had a representative on the College Council. Except for students requiring special courses, it should be possible to absorb all primary and secondary students who would normally have attended Union schools in 1951 into our own institutions. The provision of university education for a handful of students however is a difficulty which will not easily be overcome. In this connexion it is interesting to record that the Basutoland Council elected a sub-committee to consider ways and means of raising additional funds for higher education, and the sub-committee's report will be considered early in 1951.<sup>1</sup>

District Advisory Committees on African education continue to function smoothly. Their main work has been the consideration of applications for new schools and the allocation of moneys from Colonial Development and Welfare Fund sources for building grants for elementary schools. They have also considered various matters such as the teaching of agriculture in intermediate schools and the control of games and sports in schools, and have made useful recommendations in connexion with the health of school children.

During the year the Central Advisory Board and its Standing Committee considered the allocation of building grants to intermediate schools for Form A classes and to institutions, the school report system, health education, the double-shift system, agriculture as a failing subject in Standard VI, revision of the Form A examination, the establishment of school committees, rules concerning the control of sports and extra-mural activities in schools and regulations governing corporal punishment.

Grants from the Colonial Development and Welfare Fund continue to be made available. During the year £4,216 was spent on buildings, £2,978 on equipment and £1,500 as salary grants for the Educational Secretaries of the three main missions. The rebuilding programme is proceeding steadily although slowly, except at the Basutoland Training College where the programme is slightly ahead of schedule. Early in

<sup>1</sup> At the moment of going to press, the Union Government has announced a relaxation of this restriction for a period of 3 years.

the year a new Form A classroom was completed at Qalo and during the year a beginning was made with the building of Form A classrooms at Maseru and Mohale's Hoek intermediate schools. The money allocated under Colonial Development and Welfare Fund Scheme D.400 for the extension of the Lerotholi Technical School buildings was found to be insufficient and the completion of the main hostel is being financed from local funds. The hostel should be ready for occupation about the middle of 1951.

Two students were again sent to the United Kingdom ; one, after visiting the United States to attend the Columbia University Conference on Educational Problems of Special Cultural Groups, sponsored by the Carnegie Corporation, spent a year at Oxford studying the teaching of English as a second language, and the other took the professional teachers' certificate at the Institute of Education, London University. Two students, of whom one was a Mosuto, were granted Colonial Development and Welfare Fund scholarships and left in September to study veterinary science at Edinburgh ; one supervisor was awarded a British Council scholarship and is at present studying at Worcester, concentrating on problems connected with rural education. Basutoland also provided from revenue 82 scholarships for students studying within the Territory, and 5 ordinary and 3 loan bursaries for university education and special courses in the Union of South Africa.

The support for the one-year clerical course, instituted at the Lerotholi Technical School three years ago, and providing training mainly in shorthand, typewriting and Government accounting, has been disappointing, so much so that this year only three suitable candidates were forthcoming and the course was cancelled. The demand appears to be for a longer and wider course including bookkeeping so that students can take up posts with the increasing number of African traders. In 1951 therefore a two-year course leading to the National Senior Certificate of the Union Education Department will be instituted.

The wastage in schools is still very considerable, far too many pupils leaving after only one or two years' schooling. The explanation that the boys leave to herd is only partially responsible as a large loss in girls occurs as well. Whilst most parents are vociferous in their demands for adequate schooling facilities, it is only the more enlightened who are prepared to face up to their obligations and insist on regular and sustained attendance. Many parents still are only too willing to see classes run at half-speed with herdboys attending on alternate days ; in consequence both the standard and the pace of the work suffer.

Efforts by the education officers and supervisors to widen the scope of the work of the school are not always successful as the tradition of a bookish education is hard to break. In many schools the teaching of handwork and gardening shows little real improvement ; excuses as to why it cannot be done are many and varied ; this is in strong contrast to the improvement in handwork in many of the Roman Catholic mission schools. It is all the more interesting to record therefore that some enthusiastic African teachers are widening the scope of their work beyond the teaching

of the three Rs and even beyond the classroom. This has shown itself in an increased number of class visits to home industries centres, soil conservation projects and other places of interest. Tree-planting at some schools has been carried out enthusiastically and the demand for trees has far exceeded the supply available at the nurseries. A few schools in the southern circuit have attempted village improvement schemes by covering-in wells, planting trees in dongas, repairing roads, and so on. These efforts have seldom met with any success due to the opposition of the local chiefs and people ; such projects are almost invariably regarded with suspicion and parents consider that tasks of this nature should not form part of the school curriculum.

A number of refresher courses have been held during the year. Many of these have been for a day or two only, but they have been well attended and much appreciated by the teachers. Most of these courses have been sponsored by the Roman Catholic Mission but the district branches of the Basutoland African National Teachers' Association ran courses at Quthing, Mohale's Hoek and Butha-Buthe. Such activities on the part of the Teachers' Association are to be highly commended.

In February the Chief Scout, Lord Rowallan, visited the Territory. Camps were held in his honour at Mafeteng, Maseru and Leribe and all Scouts with the exception of those in more remote mountain areas were given the opportunity to meet the "Chief" in person. The visit caused considerable enthusiasm and was responsible for a certain mushroom growth as the camps were all well attended. There is underneath a hard and stable core, probably much smaller than Census figures show but establishing itself securely and gradually expanding.

With a progressive policy of spending such funds as are available on training Scoutmasters, the number of Scouters who have taken their Woodbadges increases slowly. This year the Territory ran its first Preliminary Course with Gilwell recognition on its own under two recently appointed Deputy Camp Chiefs. In spite of applications received, the numbers attending were disappointing. Far more promising is the number of very successful camps which have been undertaken by the Roman Catholic Mission who have accepted the movement wholeheartedly and have run a series of very successful "Initial" Courses attended by Scouts and Scouters in training. In addition 5 African Scouters from other missions and 5 Roman Catholic Fathers attended courses at centres in the Union.

Lady Baden Powell also visited the Territory in March. A Guide Rally was held in Maseru and guiders from all centres, including one who came by air from Mokhotlong, attended. The infectious enthusiasm of the Chief Guide was quickly caught by the guiders and the rally was the most stimulating in the history of the movement in Basutoland.

For financial reasons it became necessary to close down the Public Relations Office. However the Lerotholi Technical School took over the maintenance and running of the mobile cinema van. The school tractor-driver and a motor-mechanic apprentice have been taught to operate it and it is available for use on request by district and departmental autho-

rities, schools, societies, and so on. Very few requests for the van were received however and only six shows were given. The van public address system was also used occasionally to provide music at outdoor functions.

The Home Industries Organization, instead of being partly under the Education Department and partly under the Native Administration, was at the beginning of the year placed under the Basuto Native Administration as a separate entity. The number of centres was reduced from 9 to 5; in Maseru there is accommodation and staffing for 36 regular learners and up to 12 casual learners; in the four district centres for 12 regular and 6 casual learners. Miss G. Rouillard, an expert craftswoman from Cape Town, was invited by the Government to spend three months in the Territory studying the organization. She ran a month's refresher course in July for instructors at Maseru, and then spent ten days at each of the five weaving centres. She came to the conclusion that the present organization was unsatisfactory and that there was a lack of competent teaching. She suggested that one centre only should remain open, that this should be in the country and not at one of the headquarter stations, that the staff should be considerably reduced, and that not more than 25 carefully selected pupils should be admitted for a comprehensive two year course; when trained, students would be encouraged to set up "home units" and would be provided with complete sets of equipment at half price. These recommendations were accepted by the Central Advisory Committee on Home Industries at a meeting in December, and now await consideration by the Paramount Chief and Resident Commissioner. While the standard of work turned out in the centres has steadily improved, the scheme really has been a failure as home units have not been set up.

## 2. HEALTH

The Government Medical Staff of the Territory consists of a Director of Medical Services, 13 Medical Officers, and one District Surgeon. An African Houseman who had completed his internship at the Maseru Hospital was appointed a Medical Officer on 1st July, 1950. At each of the District Headquarters a Medical Officer is stationed. There is also a Medical Superintendent at the Leper Settlement. A Health Inspector is in charge of Public Health and Sanitation.

There are eight Government Hospitals of which four are staffed by European Nursing Sisters with a subordinate African Staff, and four Hospitals staffed by Trained African Nurses with subordinate African Staff. The new thirty-bed Hospital at Teyateyaneng, constructed under the Colonial Development and Welfare Fund Scheme, was completed this year and opened early in October, when a Trained African Nurse was appointed as Matron.

The total accommodation in Government Hospitals is 359 for Afri-

cans, and thirteen for European patients, but further numbers of urgent cases are often admitted and provided with ex-temporary accommodation.

Work has started on the building of a twelve bed Hospital at Butha-Buthe under the Colonial Development and Welfare Fund Scheme.

At each District, Dispensary clinics for patients are carried out daily by the Medical Officer in charge. There are three sub-dispensaries which are visited weekly by a Medical Officer.

Four Mountain Dispensaries will be built during 1951 and 1952 under a new Colonial Development and Welfare Fund Scheme.

Africanization in the Medical Department has made good progress during 1950. Six European Nursing Sisters were retrenched by 31st March, 1950, and replaced by trained African Nurses. An African Medical Officer trained under the Colonial Development and Welfare Fund Scheme, on completion of his internship at the Maseru Hospital, was appointed on 1st July, 1950, and transferred to Mafeteng. It is expected that an African Medical Officer, and an intern will be appointed early in 1951. An African Dispenser, on completion of special training and passing examinations in health and sanitation, has been appointed Senior Health Assistant to replace a European Senior Sanitation Officer. One African Health Assistant has qualified and six pupil Health Assistants will begin training on 1st April, 1951. When trained, these Health Assistants will replace the present Leprosy Inspectors, in order that their work may include general preventive medical work in addition to the inspection of lepers. Eleven African Probationer Nurses underwent training at the Maseru Hospital during the year. Three of these probationer nurses are in their final year; it is hoped that they will qualify early in the new year when they will be taken on as Staff Nurses. Some of our trained African Nurses are found to be very capable. Four of them are in charge of District Hospitals.

There is no mental asylum in Basutoland. In the past, Basuto lunatics were treated in asylums in the Union and 36 cases are still being hospitalised there. At present, however, no accommodation can be obtained there for further lunatics. As a matter of urgency, a temporary Mental Detention Centre has been established at Mohale's Hoek for dangerous lunatics. This arrangement leaves much to be desired but supplies an urgent need until an asylum can be provided. During the year, a daily average of eighty patients were accommodated in the Detention Centre, forty-seven new cases were admitted, twenty-seven discharged and twenty-four died.

During the year 8958 patients were admitted to Government Hospitals compared with 7850 during 1949. 3908 operations were performed of which 770 were major ones.

Five hundred and eighty-three women were admitted to the Maternity Ward at the Maseru Hospital. Owing to the lack of accommodation, admission was limited to first confinements and cases which were considered likely to have complicated labour. Ante-natal and Infant Clinics are held twice a week at the Maseru Hospital. 3038 attendances to the clinics were recorded for the year.

The following improvements were made to the Maseru Hospital:

- (a) New quarters for the Matron, -
- (b) Two new wards for Europeans,
- (c) A covered passage joining the main hospital building to the pavilion used for the men's Wards.

The building of the Phamong Health Centre was completed at the end of the year, and it is expected that the Centre will be opened in April, 1951, when the necessary shelving and equipment will be available.

There are three Mission Hospitals, at Roma, Morija and Paray (Ntaotes), with 40, 32, and 31 beds respectively, which are subsidised by Government. The new Maluti Hospital, at Mapoteng, built by the Seventh Day Adventists, will be partly completed and opened early in 1951. This Mission Hospital will also receive a Government Subsidy starting in April, 1951. There is an outpatient Department at each of these Mission Hospitals.

#### EPIDEMIC AND GENERAL DISEASES

*Diphtheria.* The epidemic which started in 1949 continued during 1950, and increased during the first half of the year, 844 cases were reported with 90 deaths. The largest number of cases reported were at Mafeteng, 212, with 53 deaths, while Leribe had 147 cases. Many cases were reported from the Mountain Areas. 120,800 prophylactic inoculations were given. Towards the end of the year the incidence of the disease appeared to have decreased and it is hoped that future outbreaks, if any, will be small.

*Typhus.* There was a marked decrease in typhus cases, only four being reported with one death. Prompt action was taken whenever suspected cases of typhus were reported; disinfection and delousing with D.D.T. were carried out.

*Typhoid Fever.* 394 cases were notified, the majority being reported from the Maseru and Mafeteng Districts. There were 53 deaths. In most cases the infection was water-borne. The outbreaks were localised to a few villages in the lowlands, and were eradicated by prophylactic inoculations of T.A.B. Vaccine.

*Tuberculosis.* 414 cases of pulmonary tuberculosis were notified, with 35 deaths and 349 other tuberculosis cases with 18 deaths, a decrease of 228 cases, and 6 deaths, on the number reported during 1949.

*Pellagra.* 1481 cases were reported which reflects a decrease of 908 cases on the previous years' figures. The majority of cases were notified from the Teyateyaneng District (475) and Leribe District (368). There were only three deaths. Owing to the good rains which fell during

1950 and the resultant improvement in crops, it is considered that the Mosuto's diet was better, and this is the reason for the decrease in the number of cases reported.

*Avitaminosis.* Only 726 cases were reported, a decrease of 488 compared with 1949. Here too, the decrease, in the incidence of avitaminosis, is thought to be due to the better diet available after good rains and crops.

The figures given above are taken from returns submitted by Government Dispensaries, and do not include annual returns of statistics submitted by Mission Hospitals. Certain Missions submit an annual return of infectious diseases but they do not submit weekly notifications owing to their remote situation.

#### WATER SUPPLIES

Owing to the good rains which fell during the year, water supplies were plentiful and there was not the shortage experienced in previous years. Four new springs were built up in the Qacha's Nek District at Mpiti's, Souru, Theko's and Ratsoleli. No further construction of springs was practicable owing to the abnormal autumn and winter rains.

#### SANITATION

Sanitary arrangements are mainly of the bucket type but in-door sewerage has been installed in a number of new buildings.

#### LEPER SETTLEMENT

The optimistic atmosphere which followed the introduction of Sulphone therapy early last year has been maintained. The number of deaths is the lowest recorded for more than twenty years. There have been fewer admissions to hospital and less need for surgical interference; laryngeal obstruction has become rare; the use of morphia has decreased and there have been fewer emergency calls for medical help. None of these factors is statistically significant but all point in the same direction and cumulatively suggest an improvement in the general health of the inmates.

During the latter half of the year, a simpler and cheaper sulphone was substituted for the more expensive preparation previously used, but this was found disappointing. It is considered, and supported by some bacteriological evidence, as well as the consensus of views of patients and staff that this cheaper preparation is less effective and, therefore, further orders have been placed for the more expensive sulphetrone.

There were 83 admissions, 102 discharges, and 591 patients remaining at the Settlement, at the end of the year. Only 45 deaths occurred as compared with 71 in 1949.

## GOVERNMENT HOSPITALS

		Out-patients treated in Dispensaries including those receiving injections for Syphilis					
District	In-patients treated in hospital	Operations		First Subsequent Attendances		Injections for Syphilis	Total
		Major	Minor				
Maseru. . .	3,707	396	1,050	24,183	14,559	5,353	49,248
Leribe . . .	1,204	188	809	16,714	2,409	6,381	27,7 5
Mafeteng . .	1,503	50	135	24,794	18,225	5,617	50,324
Mohale's Hoek	521	84	290	12,625	2,586	6,195	22, 01
Qacha's Nek .	598	17	124	6,371	2,830	1,508	11,448
Quthing . . .	861	15	406	10,137	2,882	1,936	16,237
Teyateyaneng .	161	4	114	15,650	20,926	2,768	39,623
Mokhotlong .	403	16	210	4,953	789	490	6,861
Total . . .	8,958	770	3,138	115,427	65,206	30,248	223,747
District Surgeon Butha-Buthe . . . . .							10,878
							234,625

## MISSION HOSPITALS

Hospital	In-patients treated in hospital	Out-patients treated in Dispensaries including those receiving injections for Syphilis					
		Operations		First Subsequent		Injections for Syphilis	Total
		Major	Minor	Attendances			
Roma . . . .	642	25	152	4,485	1,080	1,140	7,524
Scott Hospital Moriya *	612	24	126	7,900	2,899	2,868	14,429
Paray Hospital Ntaotes . . .	621	18	131	6,813	2,328	2,346	12,257
Totals . . . .	1,875	67	409	19,198	6,307	6,354	34,210

\* The Medical Superintendent, Scott Hospital, visits out-stations where he attends to out-patients. The details of which are :

4,027      612      444      5,083

## 3. HOUSING

The Basuto live in small scattered villages under tribal authority and their huts are, on the whole, healthy if primitive. They are usually built of rough stone or of sods and are roofed with thatching grass or in some areas in the mountain with wheat straw. The floors are smeared by the women with mud and cow dung and frequently the inner and outer walls are treated in the same way. The walls are often decorated with traditional designs in various colours.

The traditional hut is circular in shape but nowadays many Basuto prefer to build rectangular huts which are in some cases roofed with corrugated iron. The wealthier people build houses of cut stone or of brick and buy stock-size doors and glazed windows.

In the old days it was the custom for each man to build and thatch his own house but many of the younger generation have no knowledge of building. They are, therefore, compelled to hire others to do this work for them.

If a man wishes to build he asks his chief or headman for a site. Any building he may erect remains his property unless he leaves the village, in which case the chief may allocate it to some other person but at no charge. The original owner is, however, allowed to remove the doors and windows if he wishes to do so.

There are no factories or industrial undertakings in Basutoland, and the problem of housing industrial workers has not therefore arisen.

The small European population consists for the most part of civil servants, missionaries and traders, and is as a rule well housed in buildings of local cut stone. Since the war, however, Government departments and commercial enterprises have expanded and a number of houses in Maseru have been built of brick since it is quicker and cheaper to build with brick than with stone.

During the year owing to financial stringency, building works were almost suspended, construction being limited to 4 African Staff Quarters.

#### 4. SOCIAL WELFARE

As the Basuto live in small scattered village communities and there are no towns or industrial undertakings where workers of the poorer class are concentrated, there are no slums and no problems arising out of urban conditions such as exist in the Union of South Africa.

Much valuable work is done throughout the Territory by youth movements such as Scouts and Guides and by the Homemakers association. These organizations are run entirely by voluntary workers, both European and Basuto.

Community Halls are being built at all District Headquarters. At each Headquarters a committee of Africans has been appointed to help the District Commissioner with the planning and building of the Hall and to organize the activities which are to take place there. It is considered essential for the development of these Halls as centres of social life that the activities should spring from the efforts and wishes of the people themselves. By the end of the year Halls were completed at Quthing, Mafeteng and Qacha's Nek ; that at Butha-Buthe was almost complete ; and the walls of the Teyateyaneng hall were roof-high.

A Community Hall and Library were completed in Maseru in 1948. The money for their construction was generously given by a Commercial

firm in the Territory and by a resident of Maseru. Events which took place in the Hall during 1950 included lectures, plays, film shows, musical evenings, concerts, dances and meetings of various associations.

It is encouraging to note that a Youth Club has been formed by the African residents of Maseru, entirely by their own initiative and effort.

Amongst his other duties the Financial Secretary acted as chairman of the Pension Board and of the Executive Committee of the Basuto Soldiers' Benefit Fund.

The Pension Board consists of four members :

Chairman (Financial Secretary)

Civilian Medical Officer (Dr. H. W. Dyke, C.B.E., retired Director of Medical Services, Basutoland)

Civilian Medical Officer detailed by Director of Medical Services  
Representative of the Paramount Chief.

The Board meets weekly to consider the applications of disabled ex-soldiers and to make awards.

Certain improvements in pensions rates have been approved with effect from 1st April 1948. These include increased allowances for children of disabled ex-soldiers and of deceased soldiers, gratuities to widows on re-marriage, and pensions to widows and children of ex-soldiers who die from non-pensionable disabilities, provided that their pensionable disability was not less than 40 per cent.

Soldiers' pensions vary between a maximum of £50 per annum to a volunteer with a 100 per cent disability and £10 per annum for a 20 per cent disability, with appropriate increases for a wife and each child. A widow receives £30 per annum and £10 per annum extra for each child. Men whose degree of disablement is assessed at less than 20 per cent receive a gratuity, the amount of which depends on the duration of the disablement.

The Basuto Soldiers' Benefit Fund was established out of contributions received from the Basutoland War Levy, the Governor General's War Fund, and P.R.I. funds of the contingents who served in the Middle East. The Fund totalled £24,873.

Applications for assistance are first considered by District Welfare Boards and are then passed with the Board's recommendation to the Executive Committee of the Fund.

142 applications were considered by the Executive Committee in 1950 and assistance was granted in 43 cases. 13 of the grants made were Education Bursaries and Family Allowances to ex-soldiers studying at schools and colleges. The remaining 30 grants covered re-habilitation, relief, etc. £1,224 was paid out of the Fund during the year.

The tax collecting Agency established on the Rand in 1932 and mentioned in an earlier chapter now includes among its more important duties the welfare of the Basuto working in the mines and in industry in the Union of South Africa. During the year the Agent, an Administrative Officer seconded from the Territory, and his Deputies, carried out inspections of numerous compounds and the conditions of work in

many industrial undertakings. Labour Agents in the Territory may recruit only for those mines and industries where conditions are found to be suitable.

Labourers on the Reef continue to make great use of the Agencies, which serve to help these men to keep in touch with their homes. Requests for assistance from districts in the Territory are frequent and it is usually possible to arrange for cash remittances or for repatriation. Destitute and stranded Basuto are frequently assisted and the Agent and his Deputies often help to settle matrimonial differences.

## CHAPTER VIII

### LEGISLATION

The following is a list of the more important legislation in 1950 :

- 1 Proclamation No. 1 of 1950. The Basutoland Pensions (Consolidation) Proclamation, 1950, which consolidates the law relating to Pensions and similar matters in the Basutoland Public Service.
- 2 Proclamation No. 9 of 1950. The Basutoland Native Administration (Amendment) Proclamation, 1950, which makes provision for the imposition of local rates by the Paramount Chief in certain circumstances.
- 3 Proclamation No. 12 of 1950. The Public Service (Basutoland) (Amendment) Proclamation, 1950, which makes provision for the substitution of General Orders for Public Service Regulations.
- 4 Proclamation No. 25 of 1950. The Basutoland Judicial Commissioner's Proclamation, 1950, which makes provision for an additional Judicial Commissioner.
- 5 Proclamation No. 39 of 1950. The Basutoland Council (Amendment) Proclamation, 1950, which increased the proportion of elected Councillors to Councillors nominated by the Paramount Chief.
- 6 Proclamation No. 67 of 1950. The Basutoland Consular Conventions Proclamation, 1950, which confers certain rights and powers to consular officers of foreign States.
- 7 Proclamation No. 71 of 1950. The Basutoland High Court (Amendment) Proclamation, 1950, which makes provision for the appointment of a Chief Justice and Puisne Judge in place of the Judge of the High Court.
- 8 Proclamation No. 74 of 1950. The Basutoland Provident Fund (Repeal) Proclamation, 1950, which repeals the Basutoland Provident Fund Proclamation No. 50 of 1946.

## CHAPTER IX

# JUSTICE, POLICE AND PRISONS

### 1. JUSTICE

The laws in force in Basutoland include those of the Cape of Good Hope up to the 18th March, 1884, except where repealed or altered by Proclamation of the High Commissioner, who is empowered to make by Proclamation such laws as may be necessary for the peace, order and good Government of the Territory. Accordingly, the common law of the Territory is Roman-Dutch common law, supplemented by statute law which is often based on that of the Union of South Africa. The Criminal Procedure and Evidence Proclamation is based on the South African Criminal Procedure and Evidence Act which is derived from English Criminal Law. Native Law and Custom in so far as it is not repugnant to the principles of justice and morality, or the laws of the Territory, is also in force.

The Basutoland Courts of Law consist of :

#### I. THE HIGH COURT

*The High Court* which constitutes the Supreme Court of Basutoland from which an appeal lies to the Privy Council. This Court, which superseded the Court of the Resident Commissioner, was constituted under Proclamation 57 of 1938. It is presided over by the Chief Justice of the High Commission Territories, and has jurisdiction in all cases both civil and criminal which arise in the Territory. The High Court is also a Court of appeal from all Subordinate Courts, and has full powers of review in respect of all proceedings of Subordinate Courts. When the High Court is not in session these powers are vested in the Judge. At any trial the Judge has the power to call for one or two Administrative Officers as Advisers, and one or more African Assessors to assist him, but the decision is vested exclusively in the Judge.

#### 2. SUBORDINATE COURTS

##### OF THE FIRST, SECOND, AND THIRD CLASS

In the nine districts of the Territory, there are Subordinate Courts of the first class, presided over by the District Commissioner of each district, and also subordinate courts of the second and third class, presided over by Assistant District Officers and cadets, the limits of whose jurisdiction are clearly defined in Proclamation No. 58 of 1938. Appeals lie

from these courts to the High Court of the Territory. Two Judicial Commissioners have now been appointed as full-time Magistrates to hold Courts of the first class in each district. District Commissioners are thus relieved of a certain amount of their Court work and have more time for their administrative duties.

The powers of these courts are as follows :

### *Criminal*

(a) *First Class*: Presided over by a District Officer. Can impose sentences with or without the option of a fine up to a maximum of two years imprisonment with hard labour or a fine of £100. In certain cases a whipping not exceeding fifteen strokes with a cane may be imposed.

(b) *Second Class*: Are courts of an Assistant District Officer. The maximum sentence is Imprisonment with hard labour for one year or a fine not exceeding £50. A whipping not exceeding eight strokes may be imposed in certain cases.

(c) *Third Class*: Are courts of an Assistant District Officer (Cadet) with maximum jurisdiction limited to six month's imprisonment with hard labour or a fine of £10.

These courts have no jurisdiction to try as Courts of first instance any person charged with treason, murder, rape or sedition. A preparatory examination is held, and the record is transmitted to the Attorney General who may decide *inter alia* :

- (i) Not to indict the accused.
- (ii) To indict the accused before the High Court.
- (iii) To remit the case to the District Commissioner for trial with or without increased jurisdiction.
- (iv) To remit the case to the District Commissioner for the hearing of further evidence.

### *Civil*

In Civil cases, subordinate Courts of the First Class have jurisdiction in all actions where both parties are natives and all other actions where the claim or value of the matter in dispute does not exceed £500, and of the Second Class where the matter in dispute does not exceed £250. Subordinate Courts of the Third Class have no civil jurisdiction.

*Criminal procedure* in use in subordinate Courts is laid down in the Criminal Procedure and Evidence Proclamation (No. 59 of 1938) and Civil Procedure is laid down in the Subordinate Courts Proclamation No. 58 of 1938, and in the Rules issued thereunder and promulgated in High Commissioner's Notice No. 111 of 1943.

### 3. THE JUDICIAL COMMISSIONERS' COURTS

Two Judicial Commissioners have been appointed in terms of Proclamation No. 25 of 1950 to hear civil and criminal appeals from the Courts of the Paramount Chief. Formerly appeals from Native Courts were heard by District Commissioners, but they became so numerous that it was found essential to establish special courts to deal with them. They are courts of appeal for matters decided according to native law and custom and appeals from them to the High Court can be made with the permission of either the High Court or the Judicial Commissioner.

### 4. NATIVE COURTS

Native Courts were formally recognized and given special powers and jurisdiction under Proclamation No. 62 of 1938. These Courts are established by a warrant issued by the Resident Commissioner with the approval of the High Commissioner, and may exercise civil and criminal jurisdiction to the extent set out in their warrants. They have no jurisdiction over any parties other than Natives as defined in the General Interpretation Proclamation (No. 12 of 1942). They deal mainly with offences against Native Law and Custom and infringements of the Paramount Chief's orders, or those of Chiefs and sub-Chiefs, and with civil disputes. District Officers have access to Native Courts and the right to examine case records with powers of revision in the event of a miscarriage of justice.

The Paramount Chief's Court is a Court of appeal from the Courts of Ward Chiefs. Any person aggrieved by a decision of this Court may appeal to the Court of the Judicial Commissioner.

When the National Treasury was inaugurated on 1st April, 1946, Native Courts were considerably reduced in number. Courts are now distributed in proportion to the population and are graded according to the number of tax-payers they serve. Thus a Ward Chief will have an "A" Court and in the area of a chief who has less tax-payers there may be a "B" Court. Under the old system the fines received from the Courts were taken by the Chiefs as a perquisite of their position, a practice which was obviously open to abuse, for as in mediaeval England "*justitia magnum emolumentum est*". With the inauguration of the National Treasury, however, all fines are paid into the National Treasury revenue. The Chiefs now receive fixed allowances and their Courts are presided over by Presidents and have other officials to assist them who are all paid from Native Administration funds. There is no doubt that the reduction of Native Courts from over 1,300 to 107 has resulted in a more efficient and equitable system of justice.

Chiefs and headmen now have no judicial powers apart from those which may be conferred on them as members of Native Courts established by warrants issued by the Resident Commissioner with the approval of the High Commissioner. They may, however, act as arbitrators in the case of a civil dispute which neither party wishes to bring before the Courts.

## THE CHIEF JUSTICE

The Chief Justice is also Chief Justice of the High Courts of Swaziland and the Bechuanaland Protectorate. He is not resident in the Territory except when the High Court is in session.

## THE ATTORNEY GENERAL

The Attorney General who is a practising member of the Johannesburg bar, acts in a similar capacity for both Swaziland and the Bechuanaland Protectorate. He is also legal adviser to the High Commissioner.

## THE LEGAL SECRETARY

This post includes the posts of Master, Registrar and Sheriff of the High Court. The legal Secretary is also local legal adviser to the Government and is responsible for the recording and transcription of the proceedings of the High Court and of the Basutoland National Council, and also for deeds registration, legislative drafting, control of the Legal Vote and the registration of Births, Marriages and Deaths.

## REGISTRAR OF THE HIGH COURT

*(a) Criminal Trials*

During 1950, thirteen trial cases, involving 41 accused persons, were heard by the High Court. Two of these cases dealt with the crime known as medicine murder, and involved 17 accused persons, of whom 3 were found not guilty and discharged, and 14 were sentenced to death. Of the 14 persons sentenced to death, 6 have made application for leave to appeal to the Privy Council, and the sentences of four of the others have been commuted to terms of imprisonment.

Twenty-one accused persons were tried for murder (as opposed to medicine murder) and of these 12 were found guilty of Culpable Homicide and 6 were found not guilty and discharged. Of the three found guilty and sentenced to death, two had their sentences commuted to terms of imprisonment.

*(b) Criminal Appeals*

Forty criminal appeals were dealt with during 1950; of these, 6 were allowed, 25 dismissed, 3 struck off the roll, the appellants being in default, and 4 were withdrawn before hearing. In two appeals the Court ordered a re-trial before the Subordinate Courts.

*(c) Review of Criminal Cases*

Three hundred and thirty-six Subordinate Court cases were reviewed by the Chief Justice. In eight of these the convictions and sentences were

set aside, and in a further seven cases the sentences were varied. In three cases the Chief Justice declined to review the proceedings as appeals had been noted. In the remaining cases the convictions and sentences were confirmed.

In addition to cases subject to automatic review, summarised particulars of sentences in all Subordinate Court cases are scrutinised in the office of the Registrar of the High Court, and where necessary, cases not ordinarily reviewable are submitted to the Chief Justice for Review.

(d) *Civil Work*

Seven civil applications and five civil appeals were dealt with.

#### MASTER OF THE HIGH COURT

The duties of the Master of the High Court include the supervision of the administration of the estates of persons (other than tribal Africans) who are deceased or who are lunatics, and also of the administration of all insolvent estates. He is also responsible for the administration of the Guardians' Fund.

#### REGISTRAR

##### OF BIRTHS, DEATHS AND MARRIAGES

The Legal Secretary is responsible for the registration of births and deaths of persons other than Africans under the provisions of Proclamation No. 17 of 1947. Prior to this there was a voluntary system of registration governed by the Cape of Good Hope Act No. 20 of 1880.

During 1950, 24 births and 9 deaths were registered.

The Legal Secretary is also responsible for the registration of marriages under Proclamation No. 7 of 1911. Two thousand and sixty-nine marriages were registered in terms of this Proclamation during 1950, this figure includes marriages by Africans but not customary unions according to Basuto Custom, except where parties to such customary unions have subsequently been married by Marriage Officers appointed in terms of Proclamation No. 7 of 1911.

#### THE JUDICIAL COMMISSIONER

During 1950 an extra Judicial Commissioner was appointed. There is now one Officer for the Northern circuit and one for the South. This means that appeals can be heard more speedily. The Judicial Commissioners have also been granted jurisdiction to try criminal cases in every district of Basutoland, thus relieving District Officers of a considerable amount of Court work, and enabling them to tour their districts more frequently.

During the year 159 appeals from the Paramount Chief's court were heard. Of these 60 were upheld, 19 varied and 32 judgments were reversed. The rest were either postponed or struck off the roll for want of prosecution. In addition nine cases were sent back to the Paramount Chief's Court for rehearing.

339 criminal cases were heard in the various districts, of which 104 were for the Maseru district.

## 2. POLICE

### ADMINISTRATION

The Commissioner of Police of the Basutoland Mounted Police is the Departmental Head and Commanding Officer of the Force. He is responsible to the Resident Commissioner for its efficient administration.

The Commissioner is assisted at Police Headquarters by a Superintendent as Staff Officer, by a second Superintendent as officer in charge of the Police Training School, and by an Assistant Superintendent in charge of the Criminal Investigation Division and Records Bureau.

For Police Administrative purposes the Territory is divided into five Divisions, which in turn are comprised of nine Detachments. Detachment commands coincide with Administrative District boundaries.

In addition to his duties as second in command of the Force, the Deputy Commissioner is in command of a Division and controls the Detachment at the Capital of the Territory which is his Divisional Headquarters.

The remaining Divisions are each commanded by a Superintendent, who in addition commands the Detachment at his Divisional Headquarters, and is responsible to the Commissioner of Police for the efficient administration and working of his Division.

The remaining Detachments contained within a Division are commanded by Assistant Superintendents who are responsible to their Divisional Commanders.

All Commissioned Officers of the Force are Europeans. The Inspectorate and non-commissioned ranks are recruited from the Natives of the Territory. On 1st April, 1950, the new African post of Senior Inspector was created.

### ESTABLISHMENT AND STRENGTH

The following shews the establishment and actual strength of the Force as at 31st December, 1950 :

<i>Rank</i>	<i>Establishment</i>	<i>Strength</i>
Commissioner . . . . .	1	1
Deputy Commissioner . . . . .	1	1
Superintendents } . . . . .	12	6
Assistant Superintendents } . . . . .		5
Supernumerary Temporary Assistant Superintendents . . . . .	3	3
<b>Total Commissioned Ranks . . . . .</b>	<b>17</b>	<b>16</b>
Senior Inspector . . . . .	1	1
Sergeant Major . . . . .	1	1
Staff Sergeants . . . . .	7	7
Sergeants . . . . .	15	14
Corporals . . . . .	31	28
Troopers . . . . .	293	296
<b>Total Inspectorate and Non-commis- sioned Ranks . . . . .</b>	<b>348</b>	<b>347</b>
<i>Civilian Employees</i>		
Lady Clerk (European) . . . . .	1	1
Saddlers (African) . . . . .	5	5
<b>Total . . . . .</b>	<b>6</b>	<b>6</b>

## TRANSPORT

The Force has an establishment of 10 motor trucks, 287 riding horses and 89 pack animals.

## POLICE TRAINING SCHOOL

The School is commanded by a Superintendent, who has a staff of one Sergeant, one Corporal and one Lance Corporal to assist him. It is situated at Walker's Camp on the outskirts of Maseru. In addition to courses for recruits, each normally of 6 months' duration, refresher courses and promotion courses are held as desirable for N.C.O.'s and Senior Troopers.

During the year 50 recruits completed their training and were posted to Divisions, 3 were discharged as unsuitable, 1 was transferred to the Medical Department, and 10 were still in training at the end of the year.

CRIMINAL INVESTIGATION DIVISION AND  
RECORDS BUREAU

The Division is commanded by an Assistant Superintendent of Police directly responsible to the Commissioner. The African establishment is

1 Sergeant, 3 Corporals and 7 Troopers, who, besides staffing the Bureau, are available if necessary for special investigations. In addition to the normal work of a Bureau, it is responsible for the proper presentation of cases for the consideration of the Attorney-General and for their final preparation for the High Court.

# PIONEER SECTION

The Pioneer Section, which undertook the repair of Police buildings outside the main camps, was abolished for financial reasons at the end of March, 1950.

## WORK OF THE POLICE

### (a) *Border Posts*

The Force is responsible for the manning of 35 Border Posts, which have an establishment of 3 N.C.O's and 74 Troopers. They are mainly occupied with Customs duties, the collection of revenue, and the enforcement of Government Regulations dealing with the export and import of livestock and grain.

### (b) *Patrolling*

203,344 men miles were covered during the year by 7,495 patrols of a total of 8,874 members of the Rank and File who were despatched on horsed patrols. A large proportion of this mileage was performed during the course of criminal investigations.

### (c) *Mountain Posts*

Work continued on the building under Police supervision of 8 Police posts in the mountains. When in full operation they will materially reduce the period between the occurrence of an offence and its investigation. At the end of the year one post had been taken over from the contractor and a number of others, though incomplete, were in partial operation.

## CRIME

The contraventions or alleged contraventions of the Laws of the Territory reported to the Police during 1950 numbered 4,703. This figure excludes 530 cases which were pending at the close of 1949.

The cases were disposed of as follows :

Sent for trial. . . . .	2,437
Transferred to Native Courts . . . . .	1,698
Withdrawn before arrest or issue of process . . . . .	330
Undetected . . . . .	349
Found false on enquiry. . . . .	82
Not completed during year . . . . .	337
	<u>5,233</u>

4,807 persons were prosecuted, 2,484 summarily convicted, 43 committed for trial, 1,685 transferred to Native Courts, 390 discharged and 347 on remand.

1,513 crimes of a serious nature were reported during the year, representing 32.17 per cent of the total for all offences. 199 crimes under this head were brought forward from the previous year.

1,542 serious crimes were fully investigated during 1950, and of these 773 or 50.13 per cent were sent for trial. Of the remaining 769 cases, 402 were handed to Native Courts, 107 were withdrawn, 54 were found false on enquiry and 196 or 12.71 per cent were undetected.

The following Table shows the number of convictions for various crimes and offences during the last eight years.

<i>Nature of Crime in Magisterial Courts</i>	1943	1944	1945	1946	1947	1948	1949	1950
Offences against the Person . . . . .	237	259	298	485	476	490	401	521
Offences against Property . . . . .	277	314	433	594	416	558	594	708
Offences against Liquor Laws . . . . .	28	26	44	61	81	66	77	140
Other Crimes . . . . .	830	697	824	834	984	1,012	1,069	1,109
	1,372	1,296	1,599	1,974	1,957	2,126	2,141	2,478
<i>In Superior Courts</i>								
Murder . . . . .	7	22	5	8	35	48	7	30
Culpable Homicide . . . . .	—	11	12	21	31	14	7	—
Attempted Murder . . . . .	—	4	2	—	3	—	—	—
Rape . . . . .	—	—	2	4	—	—	—	—
Other Offences against the Person . . . . .	—	4	—	8	6	1	4	—
Offences against Property with Violence to the person . . . . .	—	—	—	—	—	—	—	—
Other offences against property . . . . .	—	—	—	—	4	—	1	—
Public Violence . . . . .	—	—	—	—	—	—	—	—
Other Crimes . . . . .	—	—	—	—	1	—	—	—
Total . . . . .	1,379	1,337	1,620	2,015	2,037	2,189	2,160	2,508

The number of convictions for 1950 shows an increase of 348 cases over last year's total, but this increase is not abnormal, as the total for the year 1945 increased by 283 cases over the total for 1944, and the total for 1946 increased by 395 cases over the total for 1945.

This increase is attributed to the success of the mountain Stock Theft Patrols; the number of stock theft cases sent for trial for the year 1949 was 214 compared with 330 cases in the year under review.

Increases are also reflected in cases of common assault, theft and contraventions of the Liquor Law. It is difficult to attribute the increase

to any definite cause, but it is probable that more people are moving to and around the Camps, where the sale of illicit liquor continues.

### "MEDICINE" MURDER

The investigation of this crime still proves extremely difficult. During the year under review, 20 persons were sent for trial, 14 persons were convicted and 6 persons were acquitted.

In addition 3 cases of Medicine Murder were reported to the Police in all of which investigations were successful.

It is anticipated that the incidence of Medicine Murder will never again reach the grave proportions which it did in 1948, but it is realised that it will be some years before this class of crime is completely stamped out ; isolated cases may still occur.

A comparative Table showing the "Medicine" Murders reported since 1942, and the fluctuations over the past eight years, is given here-under :

<i>Year</i>	<i>Cases Reported</i>	<i>Increase over Previous Year</i>	<i>Decrease over Previous Year</i>
1942	3	1	—
1943	4	1	—
1944	8	4	—
1945	6	—	2
1946	7	1	—
1947	6	—	1
1948	20	14	—
1949	5	—	15
1950	3	—	2

### 3. PRISONS

The authorized establishment of the Basutoland Prison Service is as follows :

#### *European*

Superintendent of Prisons . . . . .	1
Senior Gaoler . . . . .	1

#### *African*

Senior Gaoler . . . . .	1
Gaolers Class I . . . . .	8
Gaolers Class II . . . . .	2
Gaoler Clerk . . . . .	1
Clerk . . . . .	1
Technical Instructors . . . . .	9
Warders . . . . .	63
Female Gaoler . . . . .	1
Female Warders . . . . .	6
Total . . . . .	<u>92</u>

There are ten prisons in the Territory including the Central Prison at Maseru which is of antiquated construction and is gradually being replaced by a new building, which is being erected by the prisoners and of which one wing is now completed and occupied. There is also a camp for young prisoners at the Gaol Gardens, Maseru.

The total number for persons committed to prison during 1950 was 3205 of whom 2154 were sentenced to imprisonment. The daily average population was 555.82. The figures for 1949 were admissions 2823, convicted 1728 and the daily average population 567.71.

Recidivism showed an increase from the previous year. The number of persons returning to prison was 504 or 15.72 per cent of the total admissions as compared with 8.01 per cent in 1949.

The increase is due to more cases of stock theft caused by the high price of wool. Many of these offenders when brought before the Court were found to have had previous convictions for the same crime.

#### WOMEN PRISONERS

Women prisoners, except those serving very short sentences, are always transferred to Maseru.

There is a small female staff at Maseru consisting of one Female Gaoler and six Female Warders.

In smaller prisons women who are on remand or serving short sentences are supervised by temporary female warders.

The Women prisoners at Maseru are employed in laundry work and cleaning at the Government Hospital, light work in the prison garden, and repairing clothing and making female clothing.

The Female Gaoler gives instruction in elementary hygiene and several women have been taught to read and write. It is hoped soon to start proper classes for all women serving long sentences.

#### SPIRITUAL WELFARE

There are no chaplains attached to the prisons but Ministers of all denominations are allowed and encouraged to visit the prisons and hold services or talk with prisoners on matters affecting their spiritual welfare.

#### HEALTH AND DIET

The general health of prisoners throughout the year has been good. There were 131 admissions to hospital and 4 deaths excluding judicial hangings.

There are no Medical Officers appointed to prisons, but the Government Medical Officer of each station is required to see all admissions and sick prisoners at the Government dispensary. He also inspects the prison and sees all inmates weekly.

There are no hospitals or sick bays in any of the prisons, but prisoners requiring hospital treatment are admitted to the local Government hospital. It has not been possible to make special provision for prisoners in any of the hospitals; they occupy beds in the ordinary wards and are guarded day and night by warders. In the new Central Prison a small hospital will be built.

#### LABOUR

Prison labour is used for various works of a public nature including stone quarrying and minor building repairs, gravel quarrying and road repairs, sanitary work, loading and unloading Government Stores, hedge clipping, cleaning and gardening at hospitals. Each prison has a garden and supplies as many vegetables as possible for use in the prison.

At Maseru there are several prison industries, the chief being gardening. For many months the prison garden supplied all the vegetable needs, not only of the prison, but also of the Government Hospital, Discharged Soldiers Hospital, Leper Settlement, and other prisons. During the year approximately 92,000 lb. of vegetables were produced.

The tailoring industry now manufactures all prison clothing and staff uniforms.

Several prisoners are now quite proficient shoe repairers and several articles of leather equipment have also been produced, including waist belts, revolver holsters, and electric lamp cases.

Stone quarrying is the oldest of prison industries, but this has now been extended to include building, and the stone which is being quarried and dressed is now being used in the building of the new Central Prison mentioned earlier.

Bricks of a good quality are also being produced in sufficient quantities for our building needs.

The carpentry section is doing all the joinery and roofing in the new prison.

The Blacksmith Warder teaches prisoners to sharpen tools for the masons and to manufacture new ones. A few tools have also been made for the Public Works Department during the year.

About £400 has been paid into revenue from Prison Industries during the year.

Provision is made in the regulations for certain classes of prisoners to be employed on public works outside the prisons. Although few prisoners are treated in this manner the scheme has proved successful where it has been tried.

#### DISCIPLINE

Discipline remained fairly good throughout the year; 11 prisoners escaped from custody, and 8 were recaptured. Comparative figures for the previous years were 10 and 8 respectively.

All executions are carried out at Maseru.

On 31st December 1949 there were 3 prisoners in custody under sentence of death. There have been 17 sentenced during 1950. The outcome of the cases was as follows :

Executed. . . . .	3
Sentence commuted to imprisonment . . . . .	2
Cases under appeal or awaiting confirmation . . . . .	<u>15</u>
Total . . . . .	<u>20</u>

## CHAPTER X

# PUBLIC UTILITIES AND PUBLIC WORKS

## WATER

All Water Supplies in Maseru and District Centres are owned and operated by Government. Apart from the Maseru Supply which is pumped from the Caledon River augmented by springs, all District Supplies are from piped springs and boreholes.

Work on the new Water Supply Scheme for Maseru proceeded satisfactorily to completion. The construction, which was financed from Colonial Development and Welfare funds, included a new 3,500,000 gallon storage reservoir, new service reservoir and distribution system.

In the districts, a successful borehole was drilled at Leribe and arrangements made for drilling to be put in hand at Quthing early in 1951. Plant for equipping the new borehole at Mohale's Hoek arrived and construction started on a new 50,000 gallon storage tank. At Butha-Buthe a new engine and supply line were installed.

Apart from the Government supplies the normal source of water for the villages and trading stores is from springs, although a small number of traders and missionaries have sunk successful shallow boreholes giving comparatively small yields.

## ELECTRICITY

The only Electricity Supply undertaking in the Territory is at Maseru and was purchased by Government in 1948. Plans for a new power station financed by loan funds were in course of preparation and a tender for the installation is expected early in 1951. The operation of the new power station will be controlled by a Public Utility Board but until this is established the supply is being managed by a local firm of engineers.

## CHAPTER XI

# COMMUNICATIONS AND TRANSPORT

### RAILWAYS

The Territory is linked with the Railway system of the Union of South Africa by a short line from Maseru to Marseilles, on the Bloemfontein-Natal main line. From this junction it is possible to proceed by rail direct either to Bloemfontein or Bethlehem, and from these junctions respectively to the cities of Cape Town and Johannesburg, and to Durban. One mile of the line is in Basutoland. The railway does not at any other point enter Basutoland, but runs along the boundaries of the Territory and goods are transported by road to and from the nearest railway station across the border.

The Road Motor Transport Department of the South African Railways runs regular services between Fouriesburg and Butha-Buthe, Zastron and Quthing, Zastron and Mohale's Hoek.

### ROADS

The greater part of Basutoland is very mountainous and in this area all transport is effected by the use of pack animals.

On the Western side of Basutoland there is a strip of agricultural country from North to South in which a fairly good road system has been developed. The main roads traverse the whole of this area, with branches leading west to the principal points of exit. Nearly all the roads are gravelled and carry motor and ox-wagon traffic in all weather. There are, however, a number of unbridged rivers and streams which, during flood periods, may delay travellers for some hours.

From the main roads a number of feeder roads lead towards the interior. By-roads to trading centres and missions start from these feeder roads and penetrate still further into the interior. Although several roads now cross the first range of mountains, none has yet reached the second range. Feeder roads are maintained by the Government, and during the year a certain amount of gravelling has been carried out and particular care taken to improve drainage at the same time.

The by-roads are maintained by traders and others to whose stations they lead, and annual Government grants are made towards their upkeep.

On the eastern side of Basutoland, in the Qacha's Nek district there is a short road system, similar to that described above, and the standard reached is much the same as that on the western side of the Territory.

From Colonial Development and Welfare Funds a new road was

constructed in the North from the Hololo River to Hendrick's Drift and a bridge built near Butha-Buthe. In the South work commenced by contract on the construction of a new 470 long low level bridge over the Orange River.

#### BRIDLE PATHS

There are approximately 1600 miles of bridle paths in the Territory, which are now maintained by the Native Administration with advice from the Public Works Department.

#### AVIATION

There are only two recognized aerodromes in Basutoland and these are for the lightest types of aircraft. They are at Maseru, the capital, and Mokhotlong, the District Headquarters in the Drakensberg mountains.

#### POSTAL AND TELEGRAPHIC COMMUNICATION

No additional post offices were established but the frequency of mails between existing centres was improved. To accelerate the disposal of mails for the Mokhotlong area a bi-weekly airmail service was established between Ladysmith, Natal-Mokhotlong-Maseru.

As a result of the transfer to the Basutoland establishment of the Communications Technician, previously seconded from the Union Post office Administration, the telecommunication services of the Territory have been much improved.

#### TELEPHONES

The demand for new services has increased but because of the rising cost of material only 26 additional subscribers could be connected to the system. There is, however, every likelihood of satisfying many more applicants during the coming year as well as reconstructing the exchange at Maseru on modern lines.

#### RADIO - COMMUNICATION

The Maseru-Mokhotlong-Qacha's Nek radio link system has been extended to include Mashai. These stations, observing regular schedules, now provide useful service to the public in the remote mountain areas.

## PART III

### CHAPTER ONE

## GEOGRAPHY AND CLIMATE

### PHYSICAL CHARACTERISTICS

The Colony of Basutoland is an enclave within the Union of South Africa, its boundaries running with those of Natal Province to the East, Cape Province to the South, and the Orange Free State to the North and West. It lies between latitudes  $28^{\circ}35'$  and  $30^{\circ}40'$  South and longitudes  $27^{\circ}$  and  $29^{\circ}30'$  East. It comprises an area of 11,716 square miles of which about one quarter in the West is lowland country varying in height above sea level from 5,000 to 6,000 feet, the remaining three-quarters being highlands rising to a height of 11,000 feet in the Drakensberg Range, which forms the eastern boundary with Natal. The mountain ranges run from North to South and those in the central area, named the Maluti, are spurs of the main Drakensberg Range which they join in the North forming a high plateau varying in height from 9,000 to 10,500 feet. It is this area, where two of the largest rivers of the Union, the Orange and the Tugela, and tributaries of the Caledon have their source, that has caused Basutoland to be called the "sponge" of South Africa.

The soils in the mountain area are of basaltic origin, and those in the lowlands are derived mainly from the underlying cave sandstone. In the lowlands the soil has been cropped continuously for upwards of 80 years. Due to the absence of fuel practically all of the cattle manure is burnt, so that little or no organic matter is returned to the land: thus with the increasing population, both human and livestock, excessive demands have been made on the soil which has lost its structure and has become subject to serious erosion. The soils in the mountains have been brought into cultivation comparatively recently and are rich, though shallow. Owing to former uncontrolled grazing the areas situated above the arable land in many places became denuded of the grass cover, and the rush of surface water from those denuded areas caused serious gully erosion on the arable land situated below. The measures which have been and are being taken to control erosion and to restore and preserve the grass cover are described earlier in this Report.

## CLIMATE AND RAINFALL

Rainfall is variable and averages approximately 28 inches a year over most of the country. Most of it falls in the months from October to April, but there is normally no month which has less than half an inch. Serious droughts, like the one of 1948-1949 are rare and there are a large number of perennial streams, though not so many as existed some years ago. Unfortunately river discharge statistics show that most of this water is lost to Basutoland in the form of run-off. The deciding factors from an agricultural point of view are whether the rain comes at intervals suited to the growth of the staple crops and whether it comes in the form of short and heavy storms, running to waste and eroding the soil, or in steady, soaking showers. In the lowlands the temperatures vary from a maximum of 90 degrees or more in summer to a minimum that rarely drops below 20 degrees in winter: in the highlands the range is much wider and temperatures below zero are by no means unknown.

## CHAPTER II

## EARLY HISTORY

The Basuto as a nation did not come into prominence until 1818, when Moshesh, a minor chief of the Bakoena tribe in North Basutoland, gathered together the remnants of the various clans that had been scattered by the raids of the Zulu and Matebele.

The new nation went through many vicissitudes of fortune, first with the emigrant Boers of the Great Trek, and then with the British under General Cathcart in 1852. From 1856 until 1868 there was a series of wars with the Orange Free State burghers, and, being hard pressed and having lost a large portion of his country (now known as "the Conquered Territory"), Moshesh repeatedly sought the protection of the British Government.

His request was eventually granted, and the Basuto became British subjects in 1868. Part of the Proclamation issued by Sir Philip Wodehouse, the Governor of the Cape Colony, on 12th March, 1868, reads as follows:

"Now therefore, I do hereby proclaim and declare that from and after publication hereof the said tribe of Basuto shall be taken to be British subjects, and the territory of the said tribe shall be taken to be British territory."

The country remained in a very unsettled condition until it was annexed to the Cape Colony by an Act of the Cape Legislature, No. 12 of 1871. The Act expressly declared that the territory was not to be subject to the general laws of the Colony, and gave the Governor power to

legislate for it by proclamation and to extend to it by proclamation any Cape Act not otherwise in force therein.

The people never took kindly to the Cape Colonial rule, and after various disturbances the Government of the Cape, in 1880, extended to Basutoland the provisions of the Cape Peace Preservation Act of 1878, which included a clause for the general disarmament of the Basuto. They refused to accept the terms and, after a war lasting nearly a year, an agreement was arrived at under which the Act was repealed and certain fines were paid by the Basuto.

Although outwardly peace was restored, there still remained several chiefs who would not submit, and it was eventually decided by the Government of Cape Colony to hand over the administration to the Imperial Government. This was effected by Order in Council of 2nd February, 1884, which was proclaimed and brought into force by Proclamation No. 75A of 18th March, 1884. This proclamation defined the boundaries of the Territory and restored it to the direct control of the Queen through Her Majesty's High Commissioner for South Africa.

## CHAPTER III

# ADMINISTRATION

## CONSTITUTIONAL AND ADMINISTRATIVE

The Territory is governed by a Resident Commissioner under the direction of the High Commissioner for Basutoland, the Bechuanaland Protectorate and Swaziland, the latter possessing legislative authority, which is exercised by proclamation promulgated in the Official Gazette. Until 1931 the office of the High Commissioner was held by the Governor-General of the Union of South Africa, but with the close of the Earl of Athlone's period of office the two posts were separated.

The executive posts of the Government, other than those of the Resident Commissioner and Government Secretary, are held by Heads of Departments and District Officers who are responsible to the Resident Commissioner for the good order and administration of their respective spheres. For administrative purposes the country is divided into nine districts under District Commissioners, stationed at Butha-Buthe, Leribe, Teyateyaneng, Maseru (the Capital), Mafeteng, Mohale's Hoek, Quthing, Qacha's Nek and the mountain station of Mokhotlong.

These districts are divided into wards and smaller areas presided over by principal chiefs, ward chiefs, chiefs, and headmen who are responsible to the Paramount Chief in all matters relating to law and custom. All chiefs are hereditary and are descended from the house of Moshesh or from allied families.

Heads of Departments are the Financial Secretary, Director of Medical Services, Director of Livestock and Agricultural Services, Director of Education, Government Engineer and the Commissioner of Police. In 1947 the Prisons Department was separated from the Police and is now under the control of a Superintendent of Prisons.

A Judicial Commissioner was appointed in 1943 to deal with civil and criminal appeals from the Paramount Chief's Court, and a Registrar and Master of the High Court was appointed in 1944. A second Judicial Commissioner was appointed in 1950 in terms of Proclamation No. 25 of 1950. Both Judicial Commissioners now have power to hold criminal cases, in addition to civil cases, in all districts of the Territory. The idea being to relieve District Commissioners of some of their judicial work and to enable them to devote more time to their administrative duties.

#### NATIVE ADMINISTRATION

Basutoland is an African territory without European settlers or land-owners and is governed under the system of "indirect rule". The Basuto owe allegiance to a single Paramount Chief under whom is a hierarchy of Chiefs and Headmen, a number of whom trace their descent to Moshesh (1785-1870), the founder of the Basuto nation, and are styled "The Sons of Moshesh". This feudal aristocracy claimed and exercised considerable powers and privileges.

An Advisory body known as the Basutoland Council, constituted by Proclamation in 1910, consisting of the Resident Commissioner as President, the Paramount Chief and 99 Basuto members, 94 of whom are nominated by the Paramount Chief and five by the Resident Commissioner, meets once a year to discuss matters affecting the domestic affairs of the Nation and to express its opinion on any draft laws and Proclamations that may be laid before it by the President. Until such time as Basutoland has its own Legislative Council, it is the policy of the Government to consult the Paramount Chief and the Basutoland Council before Proclamations closely affecting the domestic affairs and the welfare of the Basuto people or the progress and development of the Basuto Native Administration are enacted.

In recent years developments of some political importance have taken place. In 1938 a Native Administration Proclamation and a Native Courts Proclamation were promulgated. The former recognized the Paramount Chief and his Subordinate Chiefs as an integral part of the Government of the Territory, defined their powers, and vested them with legal authority, while the latter extended similar recognition to the Basuto Courts and defined and extended their jurisdiction. Further developments were delayed by the outbreak of war, until in accordance with resolutions passed at the 1943 Session of the Basutoland Council a District Council was established as an advisory and consultative body in each of the nine districts into which the country is divided for administrative purposes. These District Councils give the people a voice in the management of

local and national affairs. The majority of the members are elected by popular vote at local pitsos (assemblies) and two to five members of the Basutoland Council, resident in each District are nominated by the Paramount Chief to sit as District Councillors.

These District Councils meet once a year shortly before the Session of the Basutoland Council and elect members who are nominated by the Paramount Chief for appointment as members of the Basutoland Council. At first each District elected one member only making a total of nine members for the whole Territory. In 1948 the number was increased to four members per district with a corresponding reduction in the number of members not so elected. Both in the Basutoland Council and District Councils provision was made for the election of members to represent important sectional bodies such as the Agricultural Association, the Progressive Association, the Teachers Association and the Basuto Traders. As a result of these changes 42 out of the 99 members of the Basutoland Council are now elected by popular vote and an important step has therefore been taken towards placing the Native Administration on to a more representative basis. Members of both the Basutoland Council and District Councils now hold office for three years. As a means whereby the Basutoland Council could be consulted when not in session, a Standing Committee, consisting of five of its own members elected by Council, was established and to this Committee, whose discussions are attended by the Resident Commissioner and Paramount Chief, all important questions are referred when Council is in recess. At the 44th Session of the Council it was recommended that three permanent advisers to the Paramount Chief should be elected by Council and effect has been given to this resolution, it being left to the Paramount Chief to choose her three advisers from a panel of eighteen elected by the Council.

A further necessary step in the development of the Native Administration, the establishment of a National Treasury, was taken in 1946. At the end of 1943 a Committee consisting mainly of Basuto was appointed to work out a scheme for the establishment of a National Treasury, and its proposals were published in a booklet which was widely distributed throughout the Territory. The proposals put forward were not confined to the establishment of a National Treasury, but included the reorganization of the Basuto Courts, entailing a reduction in their number from over 1,300 to about 130. Recently this number has been further reduced to 107.

It was also recommended that the long established practice of chiefs and others being remunerated by "eating" the fines their courts imposed, and by the proceeds of the sale of unclaimed stray stock, which had led to abuse, should be abolished. It was proposed that chiefs and others engaged in carrying out the administrative, judicial, and fiscal duties which are now undertaken by the Native Administration should be paid fixed allowances or salaries by the National Treasury into which would be paid all court fines and fees and the proceeds of the sale of stray stock. These proposals were accepted by the Paramount Chief on the recommendation of the Basutoland Council in 1945.

The political and administrative reforms set out in the preceding paragraphs are regarded as essential preliminaries to undertaking any comprehensive scheme of development, if plans are to be carried out efficiently and economically with the good will and co-operation of the Native Authorities and the people, and if the social and economic advance made is to be of lasting value to the life of the community.

## CHAPTER IV

### WEIGHTS AND MEASURES

The weights and measures in common use in the Territory are the British Imperial.

The Cape Act of 1858 which defines the standard of weights and measures according to the English Act of 1824 still applies in Basutoland in terms of Proclamation No. 4 of 1904.

## CHAPTER V

### NEWSPAPERS AND PERIODICALS

Several papers are published in the Territory in Sesuto. These are *Mochochonono*, *Moeletsi oa Basotho* and *Leselinyana*. The first is published by the Bantu Press Ltd. and the other two are Mission papers. They are weekly publications.

In addition to these there is the newspaper *Mphatlalatsane* which is published by the Bantu Press in Johannesburg mainly for the interest of the Basuto Community living there. It is also distributed in Basutoland. A page of this paper is reserved by the Basutoland Administration and is used for the publication of items of special interest that have occurred in Basutoland and for propaganda work. Slip copies of special articles, particularly on Agricultural, Medical and Educational subjects, are obtained in bulk and distributed throughout the Territory in Sesuto.

The only English newspaper which is published locally is the *Basutoland News*, a weekly publication which deals mainly with the interests of the European Community.

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COMMONWEALTH RELATIONS OFFICE

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ANNUAL REPORT  
ON  
BASUTOLAND  
FOR THE YEAR  
1951

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LONDON: HER MAJESTY'S STATIONERY OFFICE  
1952

(Printed in Basutoland)

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# **PART I**

## **REVIEW OF THE MAIN EVENTS OF THE YEAR 1951**

### **CHAPTER ONE**

#### **1. FINANCIAL AND ECONOMIC POSITION**

The improvement in the financial position of Basutoland, which became manifest during 1950, was maintained during the year. The import restrictions imposed by the Government of the Union of South Africa, owing to an adverse external trade position, were relaxed and this had a favourable effect on the revenues of Basutoland. The increase in Customs and Excise revenue during the financial year ended 31st March, 1951, was more than £60,000 over the figure originally estimated. The position during the current financial year will be still better and the latest information reveals that the revenue for 1951/52 will show substantial increases over the collections for the previous year.

Revenue from Income Tax also showed a large increase over the estimated figure and the revenue from Native Tax for the year ended 31st March, 1951, amounting to over £284,000, was a record for the Territory.

This improved revenue position has, however, been largely offset by increasing costs of administration due to the steady rise in prices of all government stores—in the case of medical supplies the costs have risen by over 100 per cent. during the past two or three years—but advantage has been taken of the improved position to remedy many shortages of staff and equipment that were hindering the Territory's development programme.

The estimates for the financial year ending 31st March, 1952, which provided for an expenditure of £977,624 and a revenue of £938,921, originally budgeted for a deficit of £38,703. Owing to the more favourable revenue position it is estimated that there will now be a surplus.

#### **2. AGRICULTURE AND FOOD PRODUCTION**

Basutoland is a country virtually without industries and a Geological Survey conducted in 1938-1940 made it clear that there is little chance of any mineral development. The economic future of the country must then depend mainly on agriculture and stock raising.

The year 1951 has been one of consolidation and development, and steady progress has been made despite adverse agricultural conditions which resulted in a poor grain harvest.

There were signs of food shortages in some areas but these were overcome by increased imports of maize and maize products from the Union of South Africa. During the year 172,000 200 lbs. bags were imported from that source mainly during the months from August to December.

Prospects for the new season's crops are poor on account of drought during November and December over a large part of the Territory.

The major exports from the Territory are wool and mohair, and the quantities exported during 1951 were 8,814,024 lbs. of wool and 1,242,376 lbs. of mohair. With the favourable prices ruling for Basutoland wool and mohair this represents some £2,450,000 of the national income of the Territory.

Under the policy for Angora Ram improvement 150 rams of good breeding were introduced into the Territory and arrangements have been made with the South African Mohair Growers Association whereby further supplies of goat rams are assured.

Agreement has been reached with the authorities in the Union of South Africa for the export in bond to overseas markets of Shade dried hides, known in the trade as " Maluti " hides. A limited liability company is being formed to handle these, and the enhanced prices which properly processed hides will fetch should be a great boon to the Basuto.

Rotational grazing has been extended in several districts and with the exception of two small areas all mountain districts have been brought under control. The time has now arrived for the cattle post areas, which were destocked four or five years ago, to be restocked on a basis of carrying capacity and rotation.

The aerial survey of the country reported in the last Annual Report was completed, but the progress of the ground control triangulation has been delayed owing to the difficult topography of the mountainous areas. It is now anticipated that this work will take at least another year to complete.

A Veterinary Assistants' Training School was established in August and has twelve students. The course, which will last a year, is designed to give the students instruction in simple veterinary measures. At the end of the course they will each be posted to a district where they will be responsible to the Principal Veterinary Officer for all veterinary matters.

The scope of soil conservation work has been enlarged by a further grant of £122,200 from the Colonial Development and Welfare Fund. (Scheme 603B). This has enabled existing work to be speeded up, new works to be commenced and additional implements to be bought.

During the year a further 22,000 acres were terraced in the lowlands and 33 dams were constructed.

A Pilot Project Scheme which includes a demonstration valley and mechanised cultivation on a co-operative group basis has been approved in principle. It is intended that this valley shall be not only a large scale demonstration area for all aspects of betterment work in Basutoland, but that lessons learnt there should be disseminated throughout the Territory by members of the Agricultural Department's staff sent there to assimilate what is being achieved.

### 3. CO-OPERATIVE SOCIETIES

During 1951 the number of registered co-operative societies increased from 29 to 32. There are now 9 wool and mohair marketing societies, 19 consumers' clubs and 4 agricultural societies.

The wool and mohair marketing societies have had a good year on account of the high prices for these products, though mohair marketing is still on a comparatively small scale. The best price for wool was obtained by Mafeteng Wool Marketing Society—140d. per lb. for Super C.1 (Wool  $2\frac{3}{4}$  ins. or over) and 77½d. for Lox (Stained wool). The quantity of hides and skins marketed has further increased, especially at Mafeteng.

The appointment of an Assistant Registrar and two new African inspectors has permitted of increased touring and supervision. The time has not yet come, however, for the movement to expand on any large scale and stress is still being laid on the consolidation of the existing movement and the teaching of true co-operation in every way.

As in 1949 and 1950, Wool and Mohair marketing continued to occupy the most important position in co-operative development, the turnover and effectiveness of some consumer and agricultural societies being a little disappointing.

### 4. NATIVE ADMINISTRATION

#### (a) *Paramount Chief's visit to the United Kingdom*

The Regent Paramount Chieftainess and a party of Chiefs and Basuto visited the United Kingdom from the 22nd of September to the 13th of November, 1951. The highlight of the tour was a visit to Buckingham Palace to present a loyal address to the King. His Majesty was prevented by illness from receiving the deputation but they were granted an audience by Her Majesty the Queen.

The programme arranged by the Commonwealth Relations Office was most comprehensive, and in addition to providing an opportunity to see many parts of the United Kingdom it also enabled

the party to see a variety of farming activities, from conditions in Wales and Scotland to abstruse experimental work at Cambridge and Rothamsted. They also saw local government in operation—urban in Lincolnshire and rural in Sussex. A visit to a Hydro-Electric Scheme in Scotland was of particular interest to the party because of the possibility of similar developments in the Territory. In addition visits were made to a racing stable and stud near Maidenhead, a tractor works at Coventry and the party had the opportunity of visiting a Polling Station on Election Day and being present at the opening of Parliament.

A number of points of special significance to Basutoland emerged from the visit and are now being discussed with the Department of Agriculture. These are :

- (i) the need for a stock reduction scheme ;
- (ii) the need for livestock improvement coupled perhaps with artificial insemination ;
- (iii) the advantages of mechanised farming ;
- (iv) the speeding-up of tree planting and its extension to the more barren mountain slopes ;
- (v) the need for active pest control ;
- (vi) the desirability of experimental stations being established within the territory as the focal centre of a system of advisory services.

(b) *Special levy*

At a special session, the Basutoland Council debated the recommendations of a Committee appointed to investigate ways and means of raising funds for higher education. The aim is to collect £100,000 principally by means of a basic levy of 5s. on all adult males and a graded levy on various categories of natives, based on wages earned, stock owned, etc. Most of the Committee's recommendations were accepted by Council and they now await the Secretary of State's approval.

The proposals are significant for the following reasons :

- (i) they were put forward spontaneously and of their own initiative by the Basuto themselves ;
- (ii) they demonstrate the exceptionally keen interest which the Basuto take in education, and
- (iii) the levy includes a form of income tax and a graded stock tax.

(c) *Native Courts*

At a special session of the Basutoland Council held in April, 1951, the recommendations of the Court Reforms Committee that :

- (i) Better salaries and conditions of service should be given to the members of all Court staffs,
- (ii) The influence and control of the Chieftainship should be completely removed from the judicial system,
- (iii) The Courts should be reduced in number,
- (iv) Suitable offices and accommodation for Court staffs should be built,

were further debated. They had, as the result of a decision taken at the September, 1950 session of the Council, been referred in the meantime to the Districts for discussion by District Councils and at pitsos, and general approval had been expressed by the people.

Members at the April Session accepted in principle most of the proposals and they are now awaiting the approval of the High Commissioner.

In the meantime there has been a relocation of the three Paramount Chief's Appeal Courts which formerly all sat at Matsieng. One Court of Appeal has been set up at Leribe with jurisdiction in the Butha Buthe and Leribe districts and part of the Berea district, and another at Mohale's Hoek with jurisdiction in Mohale's Hoek and Quthing. The third remains at the Paramount Chief's village at Matsieng. Appeals from the mountain districts of Mokhotlong and Qacha's Nek continue to be heard by a Circuit Appeal Court.

A most promising experiment started in 1951 in the form of a winter school for "A" Court and Appeal Court Presidents, at which they were given lectures to improve their knowledge of the principles of law and procedure and discussed common problems. There is no doubt that training of this kind should do much to raise the standards of the Native Courts and ensure true justice. It is hoped to hold regular courses in future based upon the principles agreed upon at the inaugural school.

#### (d) *The Basuto National Treasury*

The National Treasury has had another successful year. Revenue collected amounted to £154,381 and expenditure was £141,560. Accumulated surpluses at 31st March, 1951, amounted to £43,122.

It is now five years since the establishment of the National Treasury on the 1st April, 1946, and the healthy position in which it finds itself reflects the credit due to its members.

Credit is also due to the increasing sense of duty on the part of the tax collectors for revenue from Native Tax has increased from £233,360 in the first financial year ended 31st March, 1947, to £284,292 in the year 1950/51. Similarly the share of tax transferred by the Basutoland Government to the National Treasury has continued to grow, and although the portion was increased in the year 1949/50 from 33 per cent. to 36 per cent. when the maintenance of Bridle Paths was handed over to the Basuto Administration, the revenue accruing

to the National Treasury from that source has increased from £71,500 for the year ended the 31st March, 1947, to £98,641 for the year 1950/51.

There has been a similar increase in every other source of revenue other than Court fees. This gives encouragement and shows that the work is making good progress.

(c) *Home Industries Organisation.*

A subject with which the Basuto National Treasury is closely connected, namely, the Home Industries Organisation, has not, however, had the success originally hoped for, and on the basis of recommendations by a handicrafts expert and by the Finance Committee it was decided that all the remaining centres should be closed down and part of the balance of the original grant invested. The interest on these investments will be used to aid mission institutions and other suitable organisations with experience in handicraft teaching to set up Craft Schools. The latter will be under the direct control of the Missions but will be guided by specially appointed staff paid from interest derived from the investment of the remainder of the grant.

## 5. EDUCATION

The school enrolment at 89,421 pupils remains much as in the previous year, being an increase of 151 pupils only, and it seems likely that the school population will be stabilised somewhere around 90,000 pupils. The lifting of the ban on extra-territorial students for three years by the Union of South Africa has eased the position temporarily as far as post-matriculation education is concerned. Although the education vote is the largest in the estimates, it is still insufficient to cover all needs : many schools are understaffed, there are far too many unqualified teachers, and salaries are low compared with neighbouring territories.

Nevertheless another Form A class was opened at a mission centre this year, and five more mission intermediate schools were placed on the grant-aided list. The first African education officer was appointed in April and he has been seconded as headmaster of the Basutoland High School, which now has an all-African staff. One departmental supervisor returned from the United Kingdom in July after spending a year studying rural education at Worcester Training College, and a science graduate left in August to study at the Institute of Education, University of London. We are indebted to the British Council who kindly made scholarships available for these students.

Considerable reorganisation is being made at the Lerotholi Technical School both in the training of students and in the financing of the school. A two-year commercial course has now been started.

## 6. MEDICAL

The year under review has again been a busy one for the medical staff with the number of admissions to hospital showing an increase of 420 over 1950 and the number of operations an increase of 183 : the figures for 1951 are 9,387 and 4,091 respectively.

Africanisation of the Medical Department continues, and the Maseru hospital has now been recognised as a Grade II training centre for African Nurses to be certificated under the High Commission Territories Nursing Council.

The building of a twelve bed hospital at Butha Buthe is nearing completion and it is hoped that the Government Dispensary section will be in operation early in 1952. In addition, the Phamong Health Centre was opened in August and no less than 729 patients were seen during the first six weeks.

It is hoped that work will begin shortly on the building of three further centres in the mountain areas.

There have been no major epidemics in the Territory during the period under review, though sporadic outbreaks of diphtheria have been reported from various districts resulting in 61 deaths. The country's water supplies were threatened by the drought and poor rainfall during the greater part of the year, and severe restrictions had to be placed on the use of water.

## 7. POLICE

Of the eight additional mountain police posts stated in the last report to be under construction, three have now been taken over from the contractors and all but one of the others, though incomplete, are in operation. The result has been a marked increase in the detection of crime ; in particular stock-theft, and the resources of the force have thus been taxed to the utmost.

The number of "medicine murders" reported during the year under review was more than double that of 1950. Nine new cases were reported and, in addition, three from the previous year were successfully investigated.

The report by Mr. G. I. Jones, an anthropologist from Cambridge University who was appointed in 1949 by the Secretary of State for Commonwealth Relations to investigate the cause of this crime, has now been received.

Convictions recorded for 1951 total 3,414 : an increase of 901 over the figure for the previous year. This is attributable in part to the high cost of living in the Territory which has resulted in an increase in theft and other petty crime, and in no small degree to the successful use by patrols of mechanical transport.

## 8. PRISONS

The second wing of the new Central Prison which is being constructed in Maseru by prison labour is now almost completed and work will start shortly on the fencing in of the area. While in prison every effort is made to teach prisoners a useful occupation such as tailoring, boot and shoe-making, blacksmithing, stone dressing and carpentry. In this way the prisoner learns a useful trade which he can practice on his release from prison.

## 9. MOUNTAIN MOTOR ROAD

The year 1951 saw the beginning of work on the construction, with the aid of a grant from the Colonial Development and Welfare Fund, of a mountain highway from Maseru to Ntaote's in the heart of Basutoland. By the end of the year some 15 miles of this road had been constructed.

## 10. VISIT BY SECRETARY OF STATE

In March, 1951, Basutoland was honoured by a visit from the Secretary of State for Commonwealth Relations, the Right Honourable Mr. Patrick Gordon-Walker, M.P., who personally saw and heard much of what is happening in the Territory.

## 11. DEPARTURE OF HIS EXCELLENCY THE HIGH COMMISSIONER

In June, 1951, Sir Evelyn Baring came to the Territory to say farewell after seven years as High Commissioner. Under his guidance valuable and far-reaching developments have taken place in Basutoland and ready and grateful recognition of his great personal interest and unremitting labours on behalf of Basutoland was expressed at the September session of the Basutoland Council.

## 12. APPOINTMENT OF NEW HIGH COMMISSIONER

Sir John Le Rougetel, lately His Majesty's Ambassador at Brussels, arrived in South Africa in October to replace Sir Evelyn Baring as High Commissioner for Basutoland, the Bechuanaland Protectorate and Swaziland. On the 16th December Sir John addressed his first pitso in the Territory.

## 13. DEPARTURE OF RESIDENT COMMISSIONER

Mr. A. D. Forsyth Thompson, Resident Commissioner of Basutoland since 1946 left Maseru in June on retirement. Compliments were paid at the last session of the Basutoland Council to Mr. Forsyth Thompson's

experienced and sympathetic administration to which the Basuto owe so much. The new Resident Commissioner, Mr. E. P. Arrowsmith, lately Administrator of Dominica and at one time an Administrative Officer in the Bechuanaland Protectorate, is expected to arrive in Basutoland in April, 1952.

#### 14. APPOINTMENT OF BASUTO TO SENIOR POSITIONS IN THE SERVICE

The following African Officers have been appointed during the year to senior positions in the Government Service which have not previously been held by Basuto.

Dr. S. T. Makenete, Medical Officer,

Mr. J. M. Mohapeloa, Education Officer (seconded as Headmaster of the Basutoland High School).

In addition two African Development Officers were appointed in 1951 as also an African Revenue Clerk.

#### 15. HONOURS

During the year His Majesty the King was graciously pleased to confer the following honours on residents of Basutoland.

*O.B.E. (Civil Division).*

Mr. L. H. Collett, M.B.E.

Mr. H. J. D. Elliot,

Canon A. J. Moore,

Rev. W. L. B. Wrenford.

*M.B.E. (Civil Division).*

Mr. G. Monaheng.

(Honorary) Sister O. M. Thiam.

*Military Medal.*

Ex-A.S.15352 Corporal T. Lehloara.

*King's Medal for Chiefs (in silver).*

Chief Lerotholi Mojela.

*Certificate of Honour and Badge.*

Joel Molapo

Mrs. Mareka

Lucas Kamohi

Nephthali Khadi

Petros Mqedlana

Thabo Mopeli

#### 16. COAT OF ARMS FOR BASUTOLAND

In June, 1951, His Majesty the King was graciously pleased to grant a coat of arms to the Colony of Basutoland. An illustration is given on the cover of this report.

## CHAPTER II

### DEVELOPMENT SCHEMES

Those schemes which are financed from the Revenues of the Territory are described elsewhere in the Report.

The table below shows the schemes in operation which are financed from the Colonial Development and Welfare Fund.

<i>No. of Scheme</i>	<i>Title of Scheme</i>	<i>Initiated during financial year</i>	<i>Total spent to 31.3.51 plus anticipated expenditure to 31.3.52</i>
D. 603A } D. 603B } D. 684 } D. 684A } D. 692 } D. 692A }	Soil Conservation Measures .	1946-47	£
		1950-51	231,065
	Water Supplies, Maseru . .	1946-47	68,000
	District Water Supplies . .	1946-47	11,357
D. 758 } D. 842 } D. 1025 } D. 1025A } D. 1025B }	Education . . . . .	1947-48	51,314
	Medical & Health . . . . .	1948-49	33,709
	Improvements to Main Roads	1949-50	14,979
	Orange River Bridge . . . .	1950-51	6,444
D. 1050 } D. 1436 } D. 1479 } D. 1479A } D. 1479B }	Mountain Motor Road . . . .	1949-50	107,417
	Mountain Dispensaries . . . .	1950-51	1,376
	Scholarships . . . . .	1950-51	1,216
D. 1488 } D. 1488A }	Topographical Survey . . . .	1950-51	8,414
D. 1504	Orange River Survey . . . .	1950-51	1,506
			<u>£536,797</u>

An amount of £830,000 has been provided under the ten-year Development Plan which has been allocated as follows :—

Soil Conservation . . . . .	£303,480
Roads & Bridges . . . . .	236,000
Water Supplies . . . . .	80,000
Medical & Health . . . . .	108,825
Education . . . . .	100,300
Unallocated balance . . . . .	1,395
	<u>£830,000</u>

Progress made during the year may be summarised as follows :

### AGRICULTURE

#### *Soil Conservation*

The progress made in the principal sections of the work is shown in the following table :

<i>Measure</i>	<i>Prior to September, 1950</i>	<i>During 1950/51</i>	<i>Total to September, 1951</i>
Area Terraced Lowlands (acres)	280,446	23,995	304,441
Length of terrace (miles)	16,408	1,386	17,794
Buffer Strips Mountain Areas (Acres)	285,796	42,502	328,298
Diversion Furrows Mountain Areas (Yards)	1,759,225	202,833	1,962,058
Diversion Furrows Mountain Areas (Acres protected)	74,112	8,942	83,054
Dams constructed	302	33	335
Trees planted	882,896	11,992	894,888

Abnormally severe weather conditions put a heavy strain on the plant and equipment and slowed down work considerably. More than half the total annual rainfall for Maseru was recorded between the end of December, 1950 and the middle of February, 1951 and the storms during that period did considerable damage to the new works in certain areas and damaged some of the old works. The storms were followed by a virtual drought lasting six months during which only  $3\frac{1}{2}$  inches of rain were recorded.

In the mountain areas the period of frost was exceptionally late, the last frost being recorded on the 6th November, 1950 while the freeze up was unusually early, occurring on the 8th May, 1951. These conditions retarded the work in the mountain areas.

The average cost per acre of land terraced was 16.5s. per acre, which is 5.6s. per acre more than in 1950. This increase was due to three main factors :

- (a) increased cost of labour,
- (b) heavy repair costs to tractors,
- (c) that very little new work was undertaken during the first three months of 1951 as all gangs were occupied on repairing the damage done by the storms mentioned above.

A total of 202,833 yards of diversion furrows were constructed protecting some 8,942 acres of land.

The total amount expended on this work was £2,577, which represents 5.6s. per acre or 25s. per 100 yards.

Buffer stripping made very good progress and where the people have adhered to the correct minimum width of 6 ft. the strips are well grassed.

The work on dam construction has been considerably speeded up with the arrival of new machinery. 33 new dams were completed with a total capacity of 58,495,420 gallons. The total capacity of the 335 dams constructed to date is 575 million gallons or 2,300 acre feet of water.

Tree planting is now being gradually taken over by the Basuto Administration and the only planting carried out by the Soil Conservation staff was that round dams which have been fenced, and in dongas.

The period under review was most unfavourable for grass planting, but many of the old dongas planted with Kikuyu grass are now very useful winter grazing reserves.

## PUBLIC WORKS

### *Roads and Bridges*

*Scheme D.1025.* One low-level bridge near Leribe was completed and orders were placed for materials for the construction of other bridges and culverts which are to be done early in 1952.

*Scheme D.1025A.* Work on the construction of a low-level bridge over the Orange River at Seaka was closed down early in the year with the approval of the Secretary of State.

### *Mountain Road*

*Scheme D.1050.* Work on the construction of a new road into the heart of Basutoland from Maseru to Marakabei and Ntaotes was started on the 1st May, 1951. A grant of £136,000 for this work was approved to cover the purchase of plant and the operation for the first two years. The revised estimates for the completion of the work are to be submitted during 1952. By the end of 1951 work had progressed satisfactorily and the construction was under way at Mile 15. Machinery was slow in coming forward and part of it is not expected to arrive until the middle of 1952.

### *District Water Supplies*

*Scheme D.692.* A new borehole at Mohale's Hoek was equipped with Engine and Pump and Rising Main to a 50,000 gallon storage tank. The supply is operating satisfactorily. A new borehole at Leribe was equipped with Engine and Pump and Rising Main to the existing Storage Tanks. This supply is also working satisfactorily.

## SOCIAL SERVICES

During the past 15 years an average of more than 35 per cent. of the annual expenditure of Basutoland has been devoted to its Social Services, approximately two-thirds of this going to education and one-third to the medical and health services. None the less, much progress has still to be made and much money to be found, particularly in the medical field, if the objective of providing one qualified doctor to every 20,000 of the population, one hospital bed to every 900, and one health centre staffed by a health assistant and a midwife to every 10,000 of the population is to be reached.

## MEDICAL AND HEALTH

*Training of African Medical Officers*

*Scheme 525A.* When funds from this scheme became exhausted during the 1949/50 financial year, provision was made from Basutoland funds to complete the training of those students who had begun their studies under the scheme.

Dr. S. T. Makenete, who completed his internship, was appointed a Medical Officer on 11th January, 1951, and is stationed at Maseru. He is the second African Medical Officer in the Basutoland Medical Service.

Dr. Z. Tlale graduated in June, 1951, and was appointed as intern at Maseru Hospital on the 12th July.

The fourth student under this scheme wrote his final examinations in December, 1951, and if successful will serve his internship at Maseru.

*Medical and Health.*

*Scheme D.842.* The Phamong Health Centre was completed in July, 1951. An African Health Assistant, Mr. E. Pholoana, who was trained at the Maseru Hospital, was successful in his final examinations and was transferred to the Health Centre on the 14th August this year when the Centre was opened. It is hoped to start work on a similar centre at Semongkong early in 1952. Work was begun in April, 1952 on the Butha Buthe Hospital and Dispensary and good progress has been made. It is expected to be completed early in 1952.

A dormitory for Probationer Nurses at Maseru Hospital was completed in March, 1951, and it is proposed to begin the erection of the new Maseru Hospital early in 1952.

*Mountain Dispensaries*

*Scheme D.1436.* Four mountain dispensaries are to be built under this scheme of which two are already under construction; one at Sekake's in the Qacha's Nek District and one at Nohana's in the Mohale's Hoek District. When completed a trained African Nurse will be stationed at each of these Dispensaries.

## EDUCATION

*Scheme D.758.* During 1951 £6,674 was spent on buildings, £4,903 on equipment and £1,500 on salary grants to the three main missions. The bulk of the money spent on equipment went on the purchase of desks and blackboards, but some schools are still inadequately equipped. The rebuilding of the Basutoland Training College is nearly completed ; the only outstanding item being the laboratory equipment. Grants were made to St. Mary's Roma for a new refectory and dormitory and to the Morija Girls School for a new dormitory.

*Scholarships*

*Schemes D.1479 and D.1479A.* Two students are following the full veterinary course at the Royal (Dick) Veterinary College, Edinburgh and another one is taking a medical course at the Witwatersrand University, Johannesburg.

## RESEARCH

*Land Tenure Survey*

*Scheme R.195.* During 1948 and 1949 Mr. V. G. Sheddick, an anthropologist, conducted a land tenure survey of the Territory. His report has now been received and is receiving careful consideration.

## PART II

### CHAPTER ONE POPULATION

**The population of Basutoland has more than doubled in the last 50 years. In 1898 it was estimated at 256,000 and in 1946 it reached 563,854. The increase has been partly due to immigration, particularly of Tembus from the nearby Districts of the Cape Province, stimulated by the feeling of some Basuto Chiefs that their importance would be enhanced by increasing the number of their subjects. Of recent years, however, this process has been reversed. Immigration has been replaced by emigration, and figures for the last Census taken in 1946 show an increase of approximately 1,500 only in the total population as compared with 1936.**

It is generally agreed that this small increase is not due to faulty enumeration but to certain economic factors and the lure of industry in the neighbouring territory of the Union. It appears that many Basuto are gradually discarding their feudal mode of life and that education, the attractions of urban amenities and the opportunity to earn, make it inevitable that they should be drawn to the Union.

The slight increase in the figures of the European population in 1946 (1,689) as compared with 1936 (1,434) (apart from natural increase) is due to three factors : the employment by Government of a larger European Staff ; an increase in trading activities ; and the arrival of more missionaries in the Territory. Over the last 25 years there has been an increase of some 86 Europeans.

The present distribution of the African population shows a distinct relationship to the physical structure of the country. The bulk of the population is still concentrated in the lowlands, and in these areas saturation point seems for the time being to have been reached. The mountains were until recently almost entirely reserved for grazing, and even the concentration of population which now exists in the rich valleys near the 'Maletsunyane Falls dates back only about 25 years.

With the increasing pressure on the land in the lowlands the people extended their cultivation up the river valleys, and, as these were in turn found to be inadequate, up on to the mountain slopes.

The result is that to-day there are scattered settlements throughout the mountain area of Basutoland. Land has been ploughed which is unsuitable for cultivation and which will quickly become eroded. The Paramount Chief has, therefore, issued orders, firstly that these scattered settlements shall be grouped together to form villages, and secondly that no new land shall be ploughed without her permission. Permission to plough new lands is only given after consultation with the Agricultural Department.

In the table below are given the figures for the census held in May, 1946 :

### A. AFRICANS IN THE TERRITORY

<i>District</i>	<i>Males</i>	<i>Females</i>	<i>Persons</i>	<i>1936</i>	<i>Difference</i>
Butha-Buthe .	14,950	20,268	35,218	34,869	+ 349
Leribe .	42,519	56,136	98,655	98,376	+ 1,279
Teyateyaneng .	25,123	32,709	57,832	55,522	+ 2,310
Maseru .	46,605	59,115	105,720	108,237	— 2,517
Mafeteng .	30,989	38,312	69,301	70,864	— 1,563
Mohale's Hoek .	29,055	36,895	65,950	65,309	+ 641
Quthing .	19,888	25,784	45,672	44,552	+ 1,120
Qacha's Nek .	19,847	24,954	44,801	46,132	— 1,331
Mokhotlong .	17,368	20,772	38,140	36,412	+ 1,728
<b>Total .</b>	<b>246,344</b>	<b>314,945</b>	<b>561,289</b>	<b>559,273</b>	<b>+ 2,016</b>

### B. EUROPEANS IN THE TERRITORY

<i>District</i>	<i>Males</i>	<i>Females</i>	<i>Persons</i>	<i>1936</i>	<i>Difference</i>
Butha-Buthe .	15	17	32	50	— 18
Leribe .	77	94	171	154	+ 17
Teyateyaneng .	59	49	108	94	+ 14
Maseru .	378	359	737	583	+ 154
Mafeteng .	108	110	218	189	+ 29
Mohale's Hoek .	87	99	186	150	+ 36
Quthing .	57	46	103	106	— 3
Qacha's Nek .	55	44	99	82	+ 17
Mokhotlong .	21	14	35	26	+ 9
<b>Total .</b>	<b>857</b>	<b>832</b>	<b>1,689</b>	<b>1,434</b>	<b>+ 255</b>

### C. ASIATICS AND COLOURED

<i>District</i>	<i>Males</i>	<i>Females</i>	<i>Persons</i>	<i>1936</i>	<i>Difference</i>
Butha-Buthe .	108	86	194	185	+ 9
Leribe .	100	104	204	337	— 133
Teyateyaneng .	55	31	86	199	— 33
Maseru .	82	75	157	331	— 174
Mafeteng .	57	53	110	248	— 138
Mohale's Hoek .	20	29	49	233	— 184
Quthing .	16	18	34	70	— 36
Qacha's Nek .	21	20	41	65	— 24
Mokhotlong .	1	—	1	16	— 15
<b>Total .</b>	<b>460</b>	<b>416</b>	<b>876</b>	<b>1,604</b>	<b>— 728</b>

## CHAPTER II

## OCCUPATIONS AND LABOUR

The principal occupations of the Basuto are agriculture and stock farming, and for these pursuits the country provides all the essentials. Its climate favours the development of a healthy, hardy mountain people and it is free from the chief scourges of Africa ; there are few mosquitoes and no malaria or tsetse fly. It is also free from many of the forms of cattle disease which plague countries nearer sea level.

However, primitive methods of farming have made the soil less productive and, through hastening erosion, have actually decreased the area of arable land. At the same time the population has increased under the "pax Brittanica" so that there are more people to feed and yet less food is produced than before. The measures which are being taken to conserve the soil and to make it more productive are described in a later chapter.

As the average family has not enough land to support it, it is necessary for the men to leave home periodically to look for work. There are no industries in Basutoland besides the printing industries of the Paris Evangelical Missionary Society and the Roman Catholic Mission which employ about 80 and 40 Basuto respectively. An increasing number are, however, taking out licences for motor buses and taxis and some are interesting themselves in weaving. Apart from employment in the Government Service or at trading stores, there is little work to be found in the Territory. It is, therefore, necessary for Basuto to leave the Territory to work in the Union of South Africa.

Until recently most of the men went to the gold mines of the Witwatersrand, but more and more are now finding work in other industries and employment. During 1951, over 36,600 Basuto were employed on the gold mines. No accurate figures are available of those otherwise employed, but it is known that more than 10,000 were working on the coal and diamond mines and more than 27,000 were in other employment in certain areas of the Transvaal and Orange Free State alone.

The table below shows the number of passes issued in the last three years to Basuto leaving the Territory for employment in the Union of South Africa. The difference between the number of passes issued and the workers employed on the mines is largely accounted for by the numbers who remained at the mines from previous years.

<i>Mines</i>	<i>1949</i>	<i>1950</i>	<i>1951</i>
Gold . . . . .	30,401	20,795	25,921
Coal . . . . .	4,790	3,497	3,655
Diamond . . . . .	1,787	1,012	304
Manganese . . . . .	1,120	253	76
Other Mines . . . . .	1,699	1,313	1,048
<hr/>			
Total Mines . . . . .	39,797	26,870	31,004
Agricultural . . . . .	5,284	5,145	7,105
Miscellaneous . . . . .	15,324	17,609	26,732
<hr/>			
Totals . . . . .	60,405	49,624	64,841
<hr/>			

The Chamber of Mines, Johannesburg, is represented by the Native Recruiting Corporation Ltd., with its local Superintendent and head office in Maseru, and branch offices in other district head-quarter stations. The corporation recruits either under contract or under the Assisted Voluntary System.

The contract, which is attested before a Government officer, binds the recruit to work in a certain mine for a certain number of shifts at given rates of wage, according to the class of work performed. Basuto, incidentally, are usually employed on the more difficult and better paid tasks, such as shaft sinking. The majority are employed underground.

Most recruits for the mines prefer to engage under the Assisted Voluntary System. By this system the recruit is not attested for work on any particular mine, but agrees to proceed to Johannesburg for work on any of the mines enumerated in a schedule. On arrival he is given three weeks in which to choose his mine.

A large percentage of the Basuto recruited for the mines defer a portion of their earnings for payment to them on their return to Basutoland. In 1951 £183,200 was paid out through the recruiting organisations as deferred wages. Many also remit money to their families through the organisations, and in the year under review this amounted to over £146,700. Although statistics are not available, it is estimated that an amount at least equal to this is remitted through the post. This is very satisfactory and is given every encouragement by Government.

Labour is also recruited by other approved Labour Agents for work on coal, diamond, and manganese mines, farms, and for other employment.

In 1932 an office was opened temporarily in Johannesburg for collecting tax from Basuto employed on the Witwatersrand. At the beginning of 1935 the Agency was permanently established and it has been maintained ever since. The Agency at first dealt only with the collection of revenue, but it soon began dealing with the domestic

affairs of the Basuto on the Witwatersrand, encouraging them to save money, giving them home news, counteracting as far as possible the temptations of their environment, repatriating those who are indigent and, generally, giving advice and assistance to them whenever required.

Sub-agencies have since been opened at Springs and Randfontein, and in January, 1951 a sub-agency was opened at Welkom, the centre of the new goldfields of the Orange Free State. Thus the entire Union of South Africa is now covered by representatives of the Agency.

The Bechuanaland Protectorate and Swaziland now share in the Agency which thus deals with Africans from all three High Commission Territories, both in regard to the collection of taxes and in general welfare work.

Recruiting is only permitted for those concerns which provide good living and working conditions and the Agent for the High Commission Territories and his Officers spend much of their time in inspecting conditions on the mines and elsewhere. During the year the Agent visited many labour centres in the Union and made contact with many Basuto who were working far from their homes. Partly as a result of these visits the tax collections of the Agency for the financial year ended the 31st March, 1951 amounted to £110,117 as compared with £98,167 for the previous year.

#### WAGES AND COST OF LIVING

The few African wage earners who find employment in the Territory may be classified as follows :—

- (a) Domestic servants, earning from £1 . 10s. 0d. to £5 a month. Food and lodging are usually provided in addition.
- (b) Labourers, employed mainly on roads and other public works, soil conservation work, etc. at rates of from 1s. 9d. to 2s. 6d. a day.  
Public works labourers work a 54-hour week.
- (c) Foremen, earning from £5 to £8 a month.
- (d) Artisans, earning from £8 to £17 a month.
- (e) Trading store employees, earning £3 to £7 a month.

In considering these wages it should be remembered that every married man is entitled to lands on which to grow food, free occupation of a site for his house, and communal grazing rights for his cattle, and that the staple food of the average Mosuto of the labouring class is mealie porridge, samp and beans.

The following table shows the fluctuation in prices of various commodities since 1949 and indicates the pre-war prices.

Commodity	Price							
	1938		1949		1950		1951	
	s.	d.	s.	d.	s.	d.	s.	d.
Mealie meal per lb. . . . .		1½		2½		2½		3
Beans per lb. . . . .		3		3½		4		5
Samp per lb. . . . .		1½		2		2		3
Bread per 2 lb. loaf . . . . .		4		8½		8½		8
Flour per pound . . . . .		2		3½		3½		3½
Rice per pound . . . . .		4		10		Unobtainable		
Oatmeal per pound . . . . .		3		5		9		1 0
Tea per pound . . . . .	2	3	7	3	7	3	6	3
Coffee per pound . . . . .	1	9	3	0	4	11	5	4
Sugar per pound . . . . .		3		3½		3½		5
Jam per pound . . . . .		5	1	6	1	9	1	11
							to 3	6
Potatoes per pound . . . . .		1		3		3		3
Butter per pound . . . . .	1	2	2	6	2	9	2	9
Cheese per pound . . . . .	1	2	2	4	2	3	2	4
Eggs per dozen . . . . .	1	6	1	6	1	6	1	9
			to 4	0	to 4	0	to 4	3
Milk per gallon . . . . .	2	0	3	0	3	0	3	4
Bacon per pound . . . . .	1	5	2	9	2	8	3	0
Beef per pound . . . . .		6	1	0	1	5	2	0
Mutton per pound . . . . .		7	1	3	1	6	1	8

## TRADE UNIONS

It was a necessary condition for obtaining assistance from the Colonial Development Fund that facilities should be provided for the establishment and activities of Trade Unions. There had previously been no need for such legislation in Basutoland owing to the total lack of industries.

Proclamation No. 17 of 1942, entitled the Basutoland Trade Unions and Trade Disputes Proclamation, has provided for the registration and regulation of Trade Unions in Basutoland and for the orderly settlement of trade disputes.

By the end of 1951 no Trade Unions had been registered in Basutoland.

## LABOUR LEGISLATION

The following labour legislation is in force in the Territory :

Proclamation No. 37 of 1936 enables the High Commissioner to regulate the level of wages paid to natives in any occupation or in any area within the Territory. A minimum wage level may be prescribed by Notice in the Official Gazette.

Proclamation No. 71 of 1939 regulates the condition of employment of women, young persons and children in industrial undertakings, and prohibits the employment of any person under the age of 12 years in any such undertaking, whether public or private, unless it shall be owned by that child's parents.

Proclamations No. 5 of 1942, 40 of 1943, 4 of 1951 and 43 of 1951 amended and consolidated the law relating to the recruitment and contracts for the employment of Basuto for work in the Union of South Africa.

Proclamation No. 4 of 1948 makes provision for the payment of compensation to workmen employed in Basutoland who suffer injury or death or contract disease in the course of their employment.

### CHAPTER III

## PUBLIC FINANCE AND TAXATION

The budget for the financial year ended 31st March, 1951 provided for a deficit of £28,398. The actual revenue including Colonial Development and Welfare Grants was £1,078,466 and the total expenditure, including that on Colonial Development and Welfare Schemes, was £1,108,623. The deficit was therefore £30,157. At 31st March, 1951 the sum of £13,100 was due to the Government in respect of expenditure on Colonial Development and Welfare Schemes so that the true deficit for the year was £17,057 only. The market prices of investments at the end of the year shewed an appreciation of £610.

The main factors contributing to the reduction in the (true) deficit were increased collections of Customs and Excise Duty, Native Tax and Income Tax. A relaxation of the import restrictions imposed by the Government of the Union of South Africa increased receipts from customs duties. Under an agreement with that Government, this Territory receives .88575 per centum of the total customs duties collected. Economic conditions were generally good and a year of fair prosperity produced increased collections of Native Tax and Income Tax.

The revised position at 31st March, 1952, is anticipated to be as follows :—

Accumulated surplus balance at 31.3.50	£486,404
Add : Appreciation of Investments	610
	<hr/>
	487,014
Less : Deficit for year 1950-1951	30,157
	<hr/>
Surplus Balance at 31.3.51	456,857
Estimated (revised) Revenue 1951/52	£1,132,576
Estimated (revised) Expenditure 1951/52	1,031,314
	<hr/>
Estimated Surplus for year 1951/52	101,262
Add : Amount due on account of C.D. & W. Schemes	13,100
	<hr/>
	114,362
	<hr/>
Estimated Surplus Balance at 31.3.52	<u>£571,219</u>

## REVENUE AND EXPENDITURE

The following is a statement of Revenue and Expenditure for the last five years :

## REVENUE

Head	1946-47	1947-48	1948-49	1949-50	1950-51
	£	£	£	£	£
Native Tax	233,360	249,607	267,171	267,951	284,301
Customs & Excise	340,387	333,244	356,279	284,337	343,728
Posts & Telegraphs	55,947	50,386	38,957	36,181	30,291
Licences	13,964	15,319	17,363	16,111	16,638
Fees of Court or Office	4,326	4,240	4,896	4,764	4,013
Judicial Fines	2,626	2,046	2,825	2,827	5,812
Income Tax	59,486	104,407	132,579	159,347	158,629
Personal & Savings Fund Levy	144	—	—	—	—
Excess Profits Duty	40,557	—	—	—	—
Trade Profits Special Levy	2,317	2,029	—	—	—
Poll Tax	1,999	—	2,047	2,032	1,011
Fees for Services Rendered	15,240	15,107	15,663	14,154	24,644
Interest	4,147	7,942	9,446	9,296	11,897
Wool & Mohair Export Duty	26,262	25,410	25,298	40,692	47,298
Miscellaneous	26,377	29,708	31,288	35,864	39,625
Education Levy	—	—	—	—	—
Rent from Government property	—	—	4,646	19,596	20,716
	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>
Colonial Development Fund	827,139	839,445	908,458	893,152	988,603
	36,165	56,047	72,477	89,983	89,863
	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>
Total	£863,304	895,492	980,935	983,135	1,078,466

## EXPENDITURE

<i>Head</i>	1946-47	1947-48	1948-49	1949-50	1950-51
Resident Commissioner. . . . .	29,284	31,220	44,289	5,090	3,772
District Administration . . . . .	41,831	46,716	65,479	69,712	52,996
Police & Prisons . . . . .	88,096	89,841	102,377	130,903	134,001
Posts & Telegraphs. . . . .	25,842	34,847	35,021	40,800	34,117
Judicial & Legal . . . . .	12,010	14,138	18,775	15,533	7,581
Public Works Department . . . . .	12,301	15,971	24,134	24,485	25,366
Public Works Recurrent . . . . .	52,241	54,333	50,336	46,122	48,247
Public Works Extraordinary. . . . .	61,165	74,463	89,520	36,081	19,306
Medical . . . . .	62,860	73,744	75,603	81,861	90,115
Education . . . . .	145,378	160,526	158,126	155,711	156,267
Agric. & Vety. Services . . . . .	63,059	66,847	74,836	80,101	89,925
Allowances to Chiefs & Headmen . . . . .	5,861	—	—	—	—
Basutoland & District Councils . . . . .	69	—	—	—	—
Leper Settlement . . . . .	28,192	27,766	28,650	34,373	31,659
Pensions & Gratuities . . . . .	27,261	31,511	31,722	40,981	62,843
Miscellaneous . . . . .	58,487	29,542	29,211	25,969	45,599
Grants to National Treasury. . . . .	71,500	—	—	—	—
Contribution to National Treasury . . . . .	49,000	—	—	—	—
Native Administration . . . . .	—	78,135	85,847	95,922	101,182
Public Relations Office . . . . .	—	—	1,636	2,448	531
Central Stores* . . . . .	—	—	—	4,097	23,539
High Commissioner's Office* . . . . .	—	—	—	8,827	28,459
Secretariat* . . . . .	—	—	—	13,160	12,990
Treasury* . . . . .	—	—	—	11,509	9,411
Audit . . . . .	—	—	—	3,207	3,933
Co-operative Society . . . . .	—	—	—	2,525	2,924
Welfare . . . . .	—	—	—	1,299	471
Public Debt . . . . .	—	—	—	—	728
Anomalies Committee . . . . .	—	—	—	—	1,620
Rand Agency . . . . .	—	—	—	—	18,954
	834,437	829,600	915,562	930,716	1,006,536
C.D. Fund . . . . .	36,165	56,047	74,418	89,578	102,087
<b>Total Expenditure . . . . .</b>	<b>£870,602</b>	<b>885,647</b>	<b>989,980</b>	<b>1,020,294</b>	<b>1,108,623</b>

\* Previously included under "Resident Commissioner."

## STATEMENT OF ASSETS AND LIABILITIES AS AT 31st MARCH, 1951

## LIABILITIES

## Deposits

	£	s.	d.
Basuto National Treasury	90,000	0	0
Bechuana Land & Swaziland Tax Account	3,358	11	0
Levy on Sale of Mealies Fund.	4,065	15	10
Prisoners' Property	721	12	8
Basuto National Treasury :			
'Matsema Levy Account	236	1	0
South African Railways	1,750	8	6
Widows' & Orphans Pension Fund	887	6	8
Miscellaneous	20,780	5	6
<i>Special Funds</i>			
Basutoland War Levy	3,027	10	10
Basutoland Wool & Mohair	53,124	10	11
Colonial Development & Welfare Grants	41,872	12	10
Guardians Fund	1,246	6	9
Personal Savings Fund Levy	362	6	6
Provident Fund.	1,920	0	5
Unexpended Balance of 3½% Inter-Colonial Loan, 1970	486,403	13	11
<i>General Revenue Balances</i>			
Balance at 1.4.50	30,157	0	10*
Less Deficit for year 1950/1 :			

Add Appreciation of Investments . . . . .

456,246 13 1

610 1 9

456,856 14 10

£700,288 10 10

## ASSETS

	£	s.	d.
<i>Cash</i>			
With Bank and Sub-accountants	102,471	18	6
With Crown Agents for the Colonies	373	8	11
With Joint Colonial Fund :	300,000	0	0
<i>Investments</i>			
Surplus Balances :—			
Central Government	169,084	12	2
Basuto National Treasury	90,000	0	0
<i>Advances</i>			
A.P.C. Pensions	1,953	12	1
Sundry	36,404	19	2

38,358 11 3

259,084 12 2

402,845 7 5

£700,288 10 10

\*This deficit is overstated by £13,099. 19s. 1d. representing under-issue in respect of expenditure on Colonial Development and Welfare Account.

## MAIN HEADS OF TAXATION

*Native Tax*

Revenue from Native Tax for the year ending 31st March, 1952 is anticipated to be £280,000, exceeding the original estimate by £13,000. Tax is payable by each adult male domiciled in Basutoland, the normal rate being 34s. The wealthier persons are taxable at 40s. A further sum of 25s. is payable for each wife excluding the first, a maximum of two wives being taxable.

*Customs and Excise*

Owing to the higher prices of goods and the increased imports arising from the relaxation of import restrictions, the revenue from this source for the year ending 31st March, 1952 is expected to be £383,000 compared with an original estimate of £322,000. This sum represents .88575 per centum of the gross customs revenue of the Union of South Africa under the Customs Agreement with that Territory.

*Income Tax*

The original estimate for the year 1951/52 was £150,000. The actual collections are now anticipated to reach £220,000, the considerable increase arising mainly from taxation of the high profits on wool transactions during the preceding year.

The rates fixed and rebates allowable in respect of the year ended 30th June, 1951 were :—

(1) *Normal Tax*

	Basic Rate per £ of taxable Income	Increase in Rate for each £ in excess of £1	Surcharge after deducting Rebates
Married	15d.	By 1/1000 of a penny	40%
Unmarried	18d.	" " "	50%

(2) *Super Tax*

(On incomes in excess of £1,775)

Married	} 24d.	By 1/400th of a penny	45%
Unmarried			50%

*N.B.* For each pound in excess of a taxable income of £16,000 the rates are 4s. 2d. normal tax and 8s. 8d. super tax.

Rebates : From the tax calculated at the above rates, the following rebates are deducted :

(a) *Normal Tax*

Primary	{ Married £26
	{ Unmarried £20
Children	£10 per child.
Dependants	£2 10s. per dependant.
Insurance Premiums, etc.,	1s. 3d. per pound.

(b) *Super Tax*

Primary	£210
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Example of the calculation of normal tax payable by a married man with income of £800 ; one child ; one dependant, £40 insurance premiums.

Rate : 15.799*d.* per £1 (i.e. 15*d.* plus 799/1000 of a penny)

Tax payable =  $800 \times 15.799d.$ , less rebates ; plus surcharge  
 = £52 13*s.* 3*d.* less £41 + 40 %  
 = £16 6*s.* 7*d.* less £3 Poll Tax if paid.

The following table gives some idea of the incidence of taxation on individuals in Basutoland to the nearest pound :

Taxable Income	Unmarried Person	Married Person			
		No Children	1 Child	2 Children	3 Children
£	£	£	£	£	£
500	25	5	—	—	—
700	49	25	11	—	—
800	61	34	20	6	—
900	73	44	30	16	2
2,000	264	205	191	177	163
3,000	636	545	531	517	503

Public Companies pay tax at the rate of 7*s.* 6*d.* per pound of taxable income less a rebate of £45. No surcharge is levied. Private Companies are assessed on the same basis as unmarried persons. There are three Public companies and eight Private companies trading in Basutoland.

There are approximately 90 persons and 6 companies with taxable income in excess of £2,000. During the financial year ended 31st March, 1951, tax amounting to over £159,000 was collected in respect of the year of assessment ended 30th June, 1950. Collections for the year ending 31st March, 1952 are estimated at £220,000.

The native of Basutoland is exempt from income tax.

The Income Tax law is almost identical with that of the Union of South Africa with the exception of the taxation on private companies. The basic rates for individuals are the same and although the rebates allowable and surcharge imposed differ in amounts and rates, the income tax payable by an individual taxpayer in Basutoland is practically the same as the aggregate of the income tax that his counterpart pays in the Union of South Africa to the Union Government and Provincial Administration.

### Trading Licences

Details of the licence fees payable during the year 1951 are shewn in Proclamation No. 28 of 1928, the more important being :—

General Dealer	£25
Commercial Traveller	£15 and £25
Trading Agent	£15
Other Specified Trades	£2 to £10

*Stamp Duty*

Stamp duties and fees are payable at the rates shewn in the Schedule to Proclamation No. 16 of 1907.

*Death Duties*

(a) *Succession Duty*. Subject to certain provisos and exemptions set out in Proclamation No. 20 of 1935 as amended by Proclamation No. 1 of 1945, the rates of Succession Duty are as follows :—

<i>Degree of Relationship of Successor to Predecessor</i>	<i>Rates of Duty upon dutiable amount of succession</i>
(i) Where the successor is the direct descendant or ascendant of the predecessor . . . . .	3 per cent
(ii) Where the successor is the brother or sister of the predecessor . . . . .	5 per cent
(iii) Where the successor is the descendant of the brother or sister of the predecessor . . . . .	8 per cent
(iv) Where the successor is otherwise related to the predecessor or is a stranger in blood or is an institution . . . . .	12 per cent

(b) *Estate Duty*. This is payable by the Estate in terms of Proclamation No. 20 of 1935, as amended, and is distinct from Succession Duty which is payable by successors. The rate of Estate Duty chargeable upon each pound of the dutiable amount is three-ten thousandths of a pound for every complete one hundred pounds or part thereof contained in the dutiable amount, subject to a maximum rate of 6s. 8d. upon each pound.

A rebate of £300 is deducted from the amount of duty at the rate so calculated, with the result that it is only on estates where the dutiable amount exceeds £10,000 that Estate Duty is payable.

*Wool and Mohair Export Duty*

Up to 16th September, 1951, a levy at the rate of 1d. a lb. was made on all wool and mohair exported from the Territory, one-half accruing to Revenue and one-half being credited to the Wool and Mohair Fund established under Proclamation No. 39 of 1931. With effect from 17th September the rate of duty was increased to 4d.

*Poll Tax*

Poll Tax of £3 per annum is payable by all adult males who do not pay Native Tax.

*Posts and Telegraphs*

During the financial year 1950-51, Post Office Revenue amounted to £30,291 and Expenditure to £34,117, the deficit being mainly due to a shortfall in the revenue from the sale of postage stamps.

## CHAPTER IV

### CURRENCY AND BANKING

There are no agricultural or cooperative banks within the Territory, but the Standard Bank of South Africa Limited has a branch Office at Maseru. This is the only Bank in the Territory.

The Currency is provided for under Proclamation 2 of 1933 and is the same as in the Union of South Africa.

There have been no important developments under this head during the year under review.

## CHAPTER V

### COMMERCE

It will be seen from Table I below that, with the exception of the years 1928 and 1950 the value of imports has exceeded that of exports, and in most years the adverse balance was great. However, this was considerably reduced during the year under review owing to the high price paid for Basutoland Wool, the total value of which was £2,203,506 as compared with £1,563,914 in the previous year. In past years the adverse balance has been offset by the export of labour to the mines, industries and farms in the Union, resulting in an influx of cash to Basutoland in the form of remittances and Deferred pay. The increased value of imports is explained by the general rise in prices and is not due to an increased volume of goods coming into the Territory, except in the case of maize and maize meal, the increased importation of which is explained in Chapter VI.

Most of the retail trade of Basutoland is in the hands of Europeans and a few Indians in the north, though since the war many Basuto have applied for, and have been granted, trading licences. In normal years the most important exports of the Territory are wool, mohair, wheat and cattle. The value in the last three years shows the following proportions to total exports :

	1949	1950	1951
	<i>Per</i>	<i>Per</i>	<i>Per</i>
	<i>cent.</i>	<i>cent.</i>	<i>cent.</i>
Wool . . . . .	76	68.4	78.7
Mohair . . . . .	10	12.72	8.7
Wheat . . . . .	.2	1.53	2.4
Cattle . . . . .	3.6	2.23	2.3

Little wheat was reaped or exported in 1949 because of the drought.

TABLE I

*Value of total imports and exports for the years 1920, 1928, 1939 and 1945-1951*

<i>Year</i>	<i>Imports</i> £	<i>Exports</i> £
1920 . . .	1,180,986	937,038
1928 . . .	921,573	1,013,392
1939 . . .	866,403	405,517
1945 . . .	1,624,734	501,269
1946 . . .	2,056,182	485,204
1947 . . .	1,628,521	887,773
1948 . . .	1,807,256	1,600,276
1949 . . .	2,244,117	1,485,896
1950 . . .	2,432,637	2,532,330
1951 . . .	2,836,059	2,800,573

These figures do not include imports made by Government but include exports made by Co-operative Societies since their constitution in 1948. These figures have not been included in previous reports.

TABLE II

*Values and quantities of principal imports during 1950 and 1951*

	<i>Quantity</i>		<i>Value in £</i>	
	<i>1950</i>	<i>1951</i>	<i>1950</i>	<i>1951</i>
<i>Merchandise</i> . . .	—	—	2,216,279	2,440,837
<i>Livestock</i>	<i>No.</i>	<i>No.</i>		
Horses, Mules, etc. . .	2,122	756	16,887	5,790
Cattle . . . . .	5,166	1,367	33,494	14,089
Sheep & Goats . . .	306	1,198	493	2,237
<i>Grain</i>	<i>Bags</i>	<i>Bags</i>		
Wheat & Wheatmeal . .	34,317	40,350	61,393	76,957
Maize & Maizemeal . .	63,306	165,264	73,751	259,122
Kaffir Corn . . . .	11,101	9,830	20,689	22,191
Other produce . . .	—	—	10,651	14,836
			2,432,637	2,836,059

TABLE III

*Values and quantities of principal exports during 1950 and 1951*

	Quantity		Value in £	
	No.	No.		
<i>Livestock</i>				
Horses, Mules, etc. . . . .	82	191	910	2,163
Cattle . . . . .	4,995	3,591	51,100	43,948
Sheep & Goats . . . . .	1,525	4,381	3,427	13,704
<i>Grain</i>	<i>Bags</i>	<i>Bags</i>		
Wheat & Wheatmeal	23,592	41,178	34,967	68,119
Maize & Maizemeal . . . . .	11,369	1,758	12,362	2,221
Kaffir Corn . . . . .	26,020	20,085	38,768	33,797
Barley . . . . .	322	160	777	169
Beans & Peas . . . . .	29,063	28,107	113,445	88,535
Oats . . . . .	127	—	95	—
<i>Wool and Mohair</i>	<i>lbs.</i>	<i>lbs.</i>		
Wool . . . . .	8,537,631	6,818,020	1,563,914	1,652,630
Mohair . . . . .	1,350,897	1,033,748	290,701	213,905
<i>Hides and Skins</i>				
Hides . . . . .	465,317	294,382	45,948	24,686
Skins . . . . .	322,558	358,871	25,481	37,429
<i>Miscellaneous</i> . . . . .	—	—	4,360	4,728
			2,186,255	2,186,034

*Note :* The values and quantities of imports and exports given in Tables II and III relate only to imports and exports by Traders, through whose hands most of the general trade of the country passes. Exports made by individual Basuto and Co-operative Societies, and Cattle exported after being sold at Government auction sales are given below.

TABLE IV

*Livestock sold to buyers from the Union of South Africa at Government auction sales during 1951*

	Number	Value
Cattle . . . . .	1,368	£21,668
Other animals . . . . .	2,469	£11,201

TABLE V

*Exports of Wool and Mohair by Co-operative Societies, Hawkers, and individual Basuto during 1951*

	Weight	Value
Wool . . . . .	1,996,004 lbs.	£550,876
Mohair . . . . .	208,628 lbs.	30,794

TABLE VI

The following comparative table for 1950 and 1951 indicates the country of origin of motor vehicles registered in the Territory.

(a) *Private Motor Vehicles and Taxis*

<i>Country of Origin</i>	<i>New Registrations</i>		<i>Total Registrations</i>	
	<i>1950</i>	<i>1951</i>	<i>1950</i>	<i>1951</i>
Great Britain . . . . .	14	40	55	83
Canada & U.S.A. . . . .	84	81	533	484
Italy . . . . .	—	1	1	2
France . . . . .	2	6	8	13
Germany . . . . .	—	1	4	4
	100	129	601	586

(b) *Commercial Vehicles*

Great Britain . . . . .	7	15	14	29
Canada and U.S.A. . . . .	44	46	335	297
	51	61	349	326

(c) *Motor Cycles*

Great Britain . . . . .	3	2	10	8
Canada & U.S.A. . . . .	—	—	—	—
Germany . . . . .	—	—	—	—
	3	2	10	8

Apart from food, the chief articles bought by Africans are clothing and agricultural implements. The clothing comes largely from the Union of South Africa, the implements chiefly from Canada. The number of African owned buses and commercial vehicles is increasing due to the greater participation of Africans in commercial undertakings. A considerable number of the European population own motor-cars.

Since all imports are made through the Union of South Africa, it is not possible to give figures detailing the country of origin of imports or destination of exports.

There is very little tourist traffic in Basutoland.

## CHAPTER VI

## AGRICULTURAL AND LIVESTOCK SERVICES

## AGRICULTURE

There are virtually no industries in Basutoland and a Geological Survey conducted in 1938-1940 has made it clear that there is not much chance of any mineral development. The few possibilities of economic development, such as the damming of rivers to provide hydro-electric power and irrigation schemes, and the shade drying of hides and skins are being fully investigated. The future wealth of the country must, however, lie mainly in the development of agriculture and stock raising.

## AERIAL SURVEY AND MAPPING

The difficult topography of the mountain area of the Territory has led to unforeseen delays in the completion of the ground control triangulation, and it is now anticipated that at least another 12 months of field work will be required. The completed map will consist of 60 sheets, on the 1 : 50,000 scale, and of these six have been received from the Directorate of Colonial Surveys, for insertion of place names and return to London. Two matters which have presented difficulties and which have delayed the progress of the Survey party, are the plane tabling of the Orange River basin and the training of reliable Basuto heliograph operators for triangulation observations.

## SOIL CONSERVATION

It is the aim of Government to improve the agriculture of the Territory so that more food and cash crops can be produced. It is, therefore, vitally important that the soil, which has already been seriously eroded, should be conserved. A further free grant from Colonial Development & Welfare Funds was made in 1950-51 to supplement the grant on which the work has been in progress for the last five years. This has enabled the existing programme to be speeded up and, in addition, other works related to soil conservation have been commenced. The supplementary scheme includes the appointment of nine development officers, on contract, to assist the District Agricultural & Livestock Officers in additional direct conservation measures such as donga demarcation, and in other matters as for example the branding and registration of livestock, stock reduction and grazing control. The

latter projects have less direct application to the problem of soil conservation, but are all part and parcel of the conservation of natural resources.

During 1951 the following work was completed :—

<i>Measure</i>	<i>Area (acres)</i>	<i>Cost (£)</i>
Terracing in Lowlands . . . . .	21,564	£20,610
Diversion furrows in mountains . . . . .	10,282	2,775
Buffer strips in mountains . . . . .	41,958	3,093
Dams constructed . . . . .	33	1,450
Dongas demarcated . . . . .	1,746 miles	1,300

The question of maintenance of soil conservation works, particularly terraces in the Lowlands, is a matter of fundamental importance, and one which comes more to the fore as the years pass. The normal procedure is for maintenance to be carried out by Government for a year after terrace banks have been constructed ; maintenance thereafter, being the responsibility of the land occupier. Although there is provision made for penalties for lack of maintenance, enforceable by the Native Authority, the Basuto are largely apathetic, and many chiefs are reluctant to use their authority in this connection.

In view of the fact that arable land is in the gift of the Paramount Chief and that his authority is delegated to Chiefs and village Headmen, a personal interest in the use of land within their jurisdiction must be taken by them if the position is to improve. It has, however, been found necessary to introduce some form of pecuniary inducement to Chiefs to persuade them to prosecute in cases of mis-use of land. Accordingly, for a trial period, an addition has been made to the Laws of Lerotholi which allows a Chief or Headman to claim a fee of 10s. for each convicted case of land mis-use which he brings to the Native Court. This fee is payable by the offender.

#### GRAZING CONTROL

During 1951 this work proceeded very satisfactorily. With the exception of two small districts, all mountain areas have now been brought under control, and the time has arrived for the cattle post areas which were destocked four or five years ago to be restocked on a basis of carrying capacity and rotation. This has been asked for by the Ward Chief in whose area the grazing control system was initiated.

In this connection reference must be made to the change in outlook of the Basuto intelligentsia in regard to livestock. The Paramount Chief and a party of Advisers visited Great Britain during the year, and were impressed by various matters of agricultural interest, one of the most important of these being the fact that the British livestock owner grows quality animals and does not stock so heavily as to cause deterioration in his grassland. The Paramount Chief has

now agreed in principle to proceed with a policy of livestock reduction, and ways and means of bringing this into effect in an equitable manner are to be devised by the Native Authorities in consultation with the Department of Agriculture.

### CROP PRODUCTION

The principal crops grown in the Territory are maize, wheat, sorghum, followed by peas, beans, barley and oats in that order of importance. Planting rains in November and December, 1950 were late, and except in the Orange River valley, where average crops of maize were harvested, most of the maize and sorghum crops were badly damaged by frost when in the dough stage. The mountain wheat crop, harvested in February and March, 1951, was fair, but it was damaged to a degree by rains while awaiting threshing.

The quantity of maize imported from the Union of South Africa reflects this poor grain harvest. During the year, 172,190 200 lbs. bags of maize and maize products were imported into Basutoland, mainly during the months from August to December. On this, £40,178 was refunded to the Union Government, being the amount by which the consumers in the Union would be subsidised by Union taxpayers on that quantity of maize and maize products.

Estimated yield figures for 1951, and the previous year for comparison, are given in the table below :—

<i>Crop</i>	200lb. Bags	
	1950	1951
Maize . . . . .	2,345,100	700,000
Sorghum . . . . .	543,100	200,000
Wheat (Winter and Spring) . . . . .	548,500	300,000
Other crops (peas, beans, barley) . . . . .	136,400	110,000

Prospects for the new season's crop are poor on account of drought during November and December over a large part of the Territory.

An allocation of 150 tons of superphosphates made to Basutoland by the Controller of Fertilisers for the Union Government was readily disposed of, whereas the use of kraal manure and village ash showed a further decline, due to the withdrawal of the manurial subsidy.

Every encouragement is given to the Basuto to plant vegetables, including the free issue of seed of easily grown varieties, and there are now nearly 14,000 families who regularly attempt to cultivate small gardens. During the year the nine agricultural districts were made to coincide with the Administrative or political boundaries. While convenience from a topographical view point has been sacrificed in certain districts thus rendering supervision more difficult, the advantages far outweigh the disadvantages as it is now possible to plan and organise the agricultural work on a District basis and for District

Teams to carry out the work. This necessitated a considerable re-organisation of African Field Staff, and consequently continuity in field work was somewhat disrupted. The usual lectures and demonstrations were continued, with stress on soil conservation in its broadest sense.

The first phase of agricultural betterment, *i.e.*, the stabilization of arable soils and pasture management may now be said to be within a few years of completion. The second, and infinitely more difficult phase, the urgency for which becomes more apparent as time goes on, must be a general improvement in farming systems in order to ensure larger yields from arable land than are usually obtained at present. Sporadic attempts have been made in the past to introduce the rearing of livestock as a more integral part of the present system along with the proper crop rotation, but if any change is to bring lasting benefit it must be of a fundamental and widespread nature. The changes visualised call for a preliminary large scale experiment in which all improved methods are tried, and in which a representative cross-section of the population takes part.

A scheme for a Pilot Project under which this experiment can be carried out has been put forward, and an application for assistance from Colonial Development and Welfare Funds has been approved in principle.

It is intended that one complete watershed shall be turned into a miniature "Tennessee Valley Authority." Land will be classified and put to its correct uses, including mountain pasturage on the system of rotational grazing, land for afforestation, small irrigation schemes, and good arable cultivation including the introduction of leys for the winter feeding of livestock.

The whole area will be treated as one unit for soil and water conservation. Better systems of farming will be introduced on a co-operative group farming basis. In addition to better agricultural techniques, better medical and educational services will also be introduced. The main object will be to concentrate effort into one watershed and thus to have one large scale demonstration of all aspects of betterment work in Basutoland for the Native Administration and others to see. It is axiomatic that the present agricultural methods must not only be improved, but the better methods must be popularised and made attractive and, moreover, the innovations must be proved technically and economically sound.

Mention was made in the Livestock & Veterinary Section of the report for 1950 of the formation of a Livestock Board to define a long term policy in regard to the livestock industry and to maintain a proper liaison between the Government and people in the fulfilment of that policy. It soon became apparent that this body filled a long felt need, and its usefulness has warranted the extension of its functions to allow it to act as a liaison body on all agricultural matters. Its designation has, therefore, been changed to that of Agricultural

Advisory Board, with enlarged membership to include a member nominated by the Basutoland Agricultural Union, and a representative of the Paramount Chief.

#### LIVESTOCK AND VETERINARY

The major exports from the Territory are wool and mohair. 8,814,024 lbs. of wool (value to the territorial income £2,203,506) and 1,242,376 lbs. of mohair (value £243,299) were exported during the year.

The present favourable prices for Basutoland wool are largely the result of the policy of wool improvement which has been followed by Government since 1937. Before then wool was not classed, all types being mixed up and sold together in the same lot under the name "Basutoland." The market price of this product was, of course, poor and in times of depression it could not be sold at all.

A Government Classing Scheme was, therefore, introduced in 1937 whereby wool was sorted into a series of different classes under the supervision of qualified wool sorters. Flock owners were also taught a simple method of wool classing, which they could follow without supervision. The matter of uniformity of classing standards for both wool and mohair is one of considerable importance, and to this end legislation covering the "get up" of wool has been revised, and mohair standards laid down.

A cadre of mohair classers has been trained in Basutoland with the assistance of the Union Government expert in this subject. At the same time the type of sheep has been steadily improved by the castration of locally bred rams of undesirable type, and the introduction of pure-bred merino rams, which were re-sold to flock owners below cost. A total of 10,513 merino rams has been imported since the inception of the scheme. In pursuance of the policy of Angora Goat improvement, in February, 150 rams of good breeding were introduced into the Territory, and arrangements have been made with the South African Mohair Growers' Association whereby future supplies of goat rams are assured. As a result of these measures and of the construction of wool sheds for shearing and classing, the comparative value of Basutoland wool and mohair has risen steadily.

On account of the shortage of corrugated iron it was not possible to proceed with the programme of wool shed construction which had been planned for the year. At the end of the year, however, a quantity of iron arrived which will enable a full programme of building to be carried out in 1952. During the year the Basutoland Council accepted the suggestion that the amounts of export tax payable should be reviewed monthly and revised according to market value of wool and mohair.

A course of training for Veterinary Assistants was commenced in August. Twelve men are being given a year's instruction by the Acting Principal Veterinary Officer in simple veterinary measures, and at the end of the course are to be posted to the Districts to be responsible to the Principal Veterinary Officer for all veterinary matters. The men were chosen from the existing staff of Assistant Demonstrators, and have all had training previously at one of the schools of agriculture in the Union.

Hide and Skin values in the Union which, heretofore, had been the principal Basutoland market for these products, are controlled at a figure well below world parity. An arrangement was, therefore, reached with the Union Government during the year, whereby Basutoland hides and skins may be exported, in bond, for shipment overseas. This arrangement was a necessary prerequisite to the development of a shade dried hide industry, in order to obtain a premium, unobtainable in the Union, sufficiently large to make shade drying worthwhile. A limited liability Company is being formed to handle these hides, which are to be known in the trade as "Maluti" Hides, and legislation has been prepared whereby any hides which do not fall into the "Maluti" category will be subject to an export tax. Overseas reports on "Maluti" hides have been good, with a corresponding premium over the value of ordinary hides. A livestock census taken during the year gave figures shown in the table below. Figures for the previous census taken in 1949 are given for comparison :—

<i>Class of Livestock</i>	<i>1949</i>	<i>1951</i>
Cattle . . . . .	431,141	401,221
Horses . . . . .	98,832	102,903
Donkeys . . . . .	49,005	59,188
Mules . . . . .	2,468	3,089
Sheep . . . . .	1,557,546	1,564,001
Goats . . . . .	609,267	637,065
Pigs . . . . .	30,111	35,876

#### ANIMAL HEALTH

The general health of all livestock during 1951 was satisfactory. No major outbreaks of disease occurred, but sporadic outbreaks of anthrax and quarter evil were encountered, necessitating the usual veterinary precautions. Abnormal mortality in equines from plant poisoning occurred in the latter part of the year, due to a preponderant growth of *Senecio* species brought about by peculiar weather conditions.

## 2. CO-OPERATIVE SOCIETIES

At the end of 1950 there were 29 registered societies, and the departmental staff consisted of the Registrar, an Assistant Registrar seconded from District Administration, two African Inspectors and an Office Messenger. Early in 1951 two further African Inspectors were appointed. The time has not yet come however for the movement to admit any large increase in the number of societies registered and emphasis is, for the moment, being laid on consolidation rather than expansion. In consequence, only three new societies were registered during the period under review and attention was focussed on the teaching of true co-operation to existing members.

As in 1949 and 1950, wool and mohair marketing occupied the most important position in co-operative development, with consumer and agricultural societies, though predominating in numbers, a long way behind from the point of view of turnover and effectiveness. A balanced system of co-operation has not yet been achieved in Basutoland, and at present its benefits accrue almost entirely to the flock-owner.

The following table gives a comparison of the societies registered in 1949, 1950 and 1951 respectively :

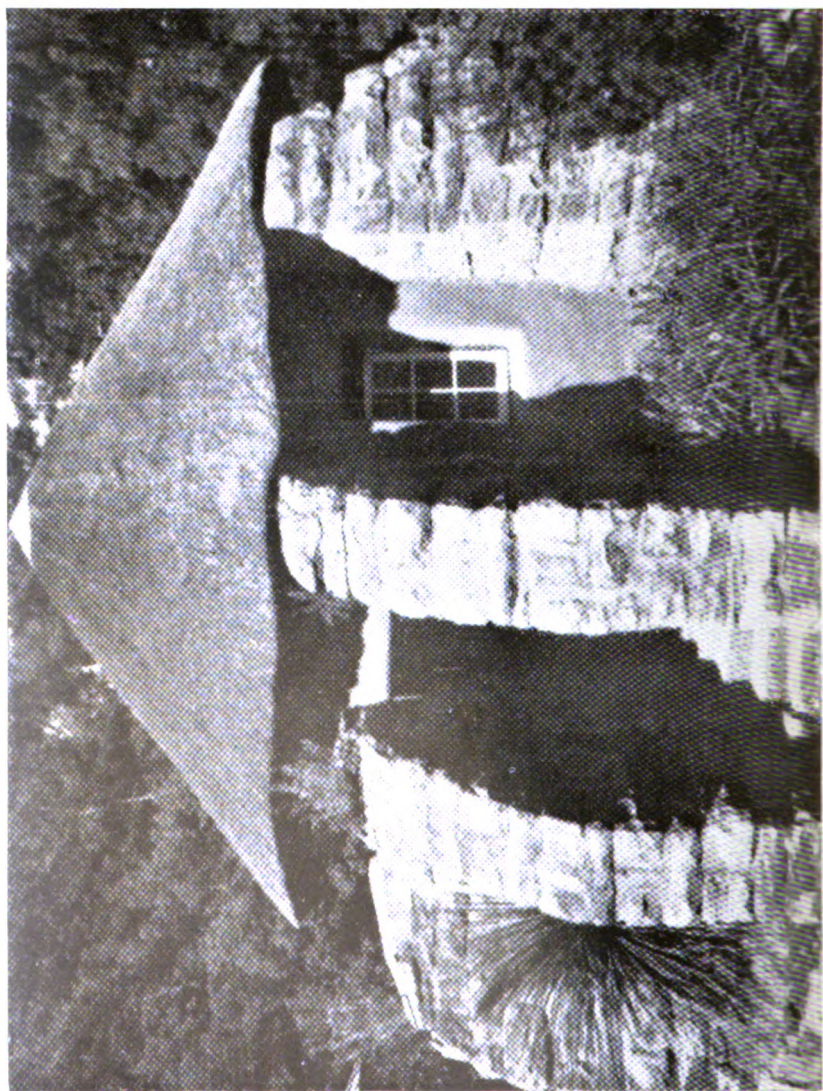
Type of Society	No. of Registered Societies			Total No. of Members			Total Share Capital			Total Turnover		
	1949	1950	1951	1949	1950	1951	1949	1950	1951	1949	1950	1951
							£	£	£	£	£	£
Wool and Mohair Marketing	6	8	9	604	1,000	1,568	600	850	1,192	19,054	54,812	149,925
Consumer	14	17	19	852	1,130	1,510	280	580	830	30	1,850	3,198
Agricultural Consumer and Producer Marketing)	4	4	4	203	279	369	150	216	306	—	1,059	3,421
Total	24	29	32	1,659	2,409	3,447	1,030	1,646	2,328	19,084	57,721	156,544

N.B.—The above figures are in each case as at the 31st March of the year in question, this being the end of the societies' financial year.



*Qiloane*

Digitized by Google



*General Gordon's Rondavel—Leribe*



*Approaches to Maseru*



## CO-OPERATIVE WOOL AND MOHAIR MARKETING

The 1950/51 wool season (October-March) was one of phenomenally high prices—far higher than anything hitherto seen by the Mosuto sheep-owner. For example, co-operative societies were getting up to 140*d.* per lb. for rams' wool and up to 77½*d.* per lb. for LOX (as compared with 60*d.* and 25¾*d.* maxima respectively the previous season), and the average price for all wool co-operatively marketed was over 80*d.* per lb. In terms understandable by the average Mosuto flock-owner, who is not inclined to concern himself much with classes, the wool on an ordinary Merino sheep was worth about 35.- to 40.- to him, while a bag of wool might easily be worth £20 to £25. Such a boom could not last, and may never be repeated: the 1950/51 season ended with a sharp decline in prices, and the subsequent season (details of which are not yet available) opened on a basis 50 per cent. lower still, with the United States' virtual withdrawal from the market. But while the high prices remained they brought great prosperity to the Basuto sheep-owners, many of whom received payments of over £1,000.

The following table gives a comparison of the average prices obtained by members (after deduction of societies' marketing commission) in 1949/50, 1950/51 and December, 1951:

	C1	C2	SS	S	CBP	BP	BKS	XM	LOX
1949/50 Averages . . .	38½ <i>d.</i>	35½ <i>d.</i>	32½ <i>d.</i>	32½ <i>d.</i>	32½ <i>d.</i>	28½ <i>d.</i>	24½ <i>d.</i>	27½ <i>d.</i>	19 <i>d.</i>
1950/51 Averages . . .	93 <i>d.</i>	85 <i>d.</i>	80 <i>d.</i>	77 <i>d.</i>	68 <i>d.</i>	64 <i>d.</i>	61 <i>d.</i>	67 <i>d.</i>	45 <i>d.</i>
December, 1951 Prices .	40 <i>d.</i>	38 <i>d.</i>	31 <i>d.</i>	29 <i>d.</i>	27 <i>d.</i>	22 <i>d.</i>	23 <i>d.</i>	19 <i>d.</i>	12 <i>d.</i>

Paradoxically, the extremely high prices did not favour the expansion of co-operative wool marketing. Trader prices, though far below those obtained by co-operative members, were yet much higher than any previously known in Basutoland, and this, together with the fact that the trader paid cash on the spot while the co-op. could only pay an advance on delivery with the balance a good deal later, was enough for the average sheep-owner. Although by joining a co-operative society he could obtain 10*d.*, 20*d.* or even 30*d.* a lb. more for his wool, he seldom took the trouble to do so. As a result, although the value of wool sold co-operatively was nearly three times that of the previous year the volume, as shown in the table below was only 13 per cent. more, representing a little over 4 per cent. of the Territory's total output. One new wool and mohair marketing society was registered during the year, but as it was registered only at the beginning of the 1951/52 wool season no figures are available yet as to its working.

Societies continued their policy of putting on the market only wool which had been properly classed up to Government standards. There are indications that this policy is bearing fruit by making a

name for Basutoland Government-classed wool and helping to break down the prejudice which still exists in the South African markets against " Native " wools, and which militates against their selling on their merits. Most societies exported their members' wool pooled in bales after classing, but in a few cases (notably in Mokhotlong district, which has no road outlet and depends on pack transport) the wool was exported in bags simply-classed and subsequently classed to Government standards by the brokers before being sold in bales. Under the 1952 Wool & Mohair Marketing and Export Proclamation, however, all wool will have to be fully classed before leaving the Territory.

Mohair, which ranks very much lower than wool among Basutoland's exports, has its season during the winter months. Its volume and value marketed co-operatively as shown in the table below, also represented an advance on the previous seasons' figures. The increase over the previous season (1949) in the volume exported was 17 per cent., representing just under 2½ per cent. of the Territory's total mohair exports. As in the case of wool, mohair prices soared to unprecedented levels, pitching as much as 101d. per lb. for Super Long Blue. The following table gives a comparison of average prices obtained by co-operative societies in 1949 and 1950, with representative prices obtained in 1951 :

		Type 1	2	3	4	5	LOX
1949 Averages	. . . . .	29d.	26d.	22d.	—	—	12d.
1950 Averages	. . . . .	77d.	75d.	60d.	48d.	47d.	26d.
1951 representative prices	. . . . .	70d.	60d.	40d.	35d.	30d.	20d.

It will be noted that the 1951 mohair market has suffered a setback, like wool, though not quite such a severe one.

It has not yet proved possible for societies to undertake the classing of their members' mohair which is still performed for them by their brokers at a small charge, but under the 1952 Wool & Mohair Marketing and Export Proclamation it will be necessary for all mohair to be classed before leaving the Territory.

The export of hides and skins is only a minor function of wool and mohair marketing societies, but it too is steadily expanding, and in 1950/51 87 per cent. more by weight was exported than in 1949/50, representing 2½ per cent. of Basutoland's total hides and skins output. Details of volume and value are given below. During 1951 a new market for hides arose within the Territory with the formation in Maseru of a processing and exporting company called " H " Hides, which is shortly to become a limited liability company. By virtue of its special overseas export quota this company was able to offer better prices for hides than are obtainable in the Union of South Africa, and co-operative societies to an increasing extent have been selling their members' hides to it.

In the following table a comparison of the volume and value of produce exported, and of societies' annual net surpluses (or profits) is made between the years 1949/50 and 1950/51 :

	<i>As at 31.3.50</i>			<i>As at 31.3.51</i>		
	<i>Exports</i>	<i>Net</i>		<i>Exports</i>	<i>Net</i>	
	<i>Volume</i>	<i>Value</i>	<i>Surpluses</i>	<i>Volume</i>	<i>Value</i>	<i>Surpluses</i>
Wool . . .	345,889 lb.	£49,902		390,450 lb.	£136,187	
Mohair . . .	28,180 lb.	3,064		33,214 lb.	9,107	
Hides & Skins .	11,080 lb.	735		20,715 lb.	3,203	
Totals . . .	385,149 lb.	53,701	£1,380	444,379 lb.	148,497	£4,059
Bulk Purchases		1,111			1,426	

Bulk purchases indicated in the table above represent wholesale purchases of stock salt, fertilizer, farm implements and other goods made by wool and mohair marketing societies on behalf of their members.

All societies of this type have been encouraged to erect their own office and store accommodation as soon as possible out of their annual net surpluses. Four societies have already erected such buildings, and three have buildings under construction.

In view of the large sums of money which were paid out to members by their societies the importance of thrift became more pressing than ever. Members were advised to save as much as possible of their new-found wealth against the inevitable leaner times ahead, by means of the Post Office Savings Bank, building societies and commercial bank deposit accounts. A good many responded to this advice, but not nearly as many as might have been wished, and some members showed an embarrassing preference for leaving the bulk of their money indefinitely with their society.

#### CO-OPERATIVE CONSUMER SOCIETIES

The number of these Societies was increased by two new registrations during the year, making 19 in all. One of these, of mixed European and African membership, situated in Maseru, is the first co-operative store to be registered in Basutoland. It has been handicapped by inadequate capital but appears to have a fair chance of success. Two African societies in Maseru, which had never functioned properly and whose members will now join the store society were about to be liquidated when the year ended. The demand for consumer co-operation remains great, but few of the societies already registered have worked with much determination or success. Difficulties connected with transport, with the choice and purchase of goods from

distant wholesalers, with the forethought involved in ordering ahead and with the necessity for voluntary unpaid labour by members, have in many instances proved too irksome and resulted in semi-dormant societies. There are sufficient exceptions to prove that, with determination, this type of society can succeed and help its members in the struggle against an ever-rising cost of living. But the difficulty in dealing with different groups applying for registration, and all apparently enthusiastic, is to decide which will have the necessary staying-power and which will fall by the wayside. Figures showing these societies' turnover are given earlier in this chapter.

### CO-OPERATIVE AGRICULTURAL SOCIETIES

These societies which numbered four, have as their avowed objects the encouragement of better farming methods, the disposal of members' agricultural produce and the purchase of goods for members at wholesale prices, but in practice they tend to be run principally as consumer societies, and up to now it has been found difficult to arrange for the bulk disposal of members' produce, apart from hides and skins. Two of the societies combine compulsory thrift contributions with their other objects, and one of these has successfully functioned as a small wool marketing society in addition. The combined turnover of these four societies, which is shown earlier in this Chapter was greater than that of the nineteen purely consumer societies.

### GENERAL

It seems that Co-operation has come to stay in Basutoland, and it is certainly catching the imagination of an increasing proportion of the people. Its potentialities are great, but at the end of this year consolidation remained the prime consideration, though it is hoped that in 1952 further expansion will be achieved.

## CHAPTER VII SOCIAL SERVICES

### I. EDUCATION

Although the school enrolment remains much the same as in 1950, showing an increase of 151 only, pressure on accommodation and equipment in many schools is still as great as ever.

There are 795 fully or partially aided schools out of the total of 900 schools in the Territory. Of the aided schools 722 are elementary vernacular schools with a total enrolment of 25,197 boys and 50,169 girls. There are 63 primary intermediate schools (that is, schools teaching Standards IV, V and VI) with an enrolment of 2,937 boys and 4,658 girls, and 10 institutions providing secondary, teacher training or technical training at a post-primary level with an enrolment of 758 boys and 393 girls. All the 105 unaided schools, with the exception of Pius XII Catholic University College, are primary schools with an enrolment of 1,516 boys and 3,770 girls; the University College has an enrolment of 18 men and 5 women. The total enrolment in the Territory is 30,426 boys and 58,995 girls, i.e., 89,421 pupils. According to the 1946 census this represents 16 per cent. of the total population in the Territory; the figure is misleading, however, as a large number of Basuto whose families remain in Basutoland are working in the Union; if these absentees are included in the population, then only 13.7 per cent. of the population are attending school.

Early in 1951 the Union Government announced that its previous restriction on non-Union Africans entering Union institutions and universities would be relaxed for three years. This has enabled a small number of Basuto to take advantage of the University facilities provided at Fort Hare and elsewhere and of agricultural training at Fort Cox. The outlook, however, is serious unless the High Commission Territories can come to some arrangements with other British African Territories; the alternative appears to be the provision of post-matriculation classes at the Basutoland High School and the sending of selected students to England, a very expensive procedure. It is interesting to record here that the staff of the controlled (Government) High School at Maseru has been Africanised, and the first African Education Officer appointed has been seconded as headmaster of the school.

Grants have been made to five intermediate schools which were formerly unaided and a new Form A class has been started at Qalo in the northern part of the Territory.

District Advisory Committees on African Education continue to give useful advice. Their main functions are to consider the allocation of moneys from Colonial Development and Welfare Fund sources for elementary schools and applications for registration of new schools.

They have discussed a variety of other matters such as the need for new intermediate schools, the Standard III examination, agriculture in the Standard VI examination, and circumcision schools, on all of which useful recommendations have been made.

The Central Advisory Board and its Standing Committee have, among other matters, considered the need for junior secondary (day) schools and the allocation in this connexion of the balance of £32,000

remaining under the original Colonial Development and Welfare Fund grant to education ; the admission of pupils to school in the first session of the year instead of bi-annually ; arts and crafts in the Basutoland Primary Teachers' Course ; appointments of African teachers ; and circumcision schools. In connexion with the last-named, members were perturbed at the apparent increase in the number of such schools since the abolition of the four-mile limit between mission and circumcision schools ; recommendations made were concerned primarily with the selection of sites for such schools.

Grants from the Colonial Development and Welfare Fund continue to be made available ; £6,674 was spent on buildings, £4,903 on equipment and £1,500 on salary grants for the Educational Secretaries of the three main missions. The re-building programme for elementary vernacular schools proceeds steadily : 81 schools were assisted on a £ for £ basis during the year. The rebuilding programme at the Basutoland Training College is nearly completed, the only outstanding item being the laboratory equipment. Grants were also made to two institutions—St. Mary's Roma, for a new refectory and dormitory to replace an old building which fell down, and the Morija Girls' School (which has been transferred from its old site of Thabana Morena to Morija) for a new dormitory.

Under Colonial Development and Welfare Fund Scholarship schemes assistance has been granted to two students to take the veterinary course at the Royal (Dick) Veterinary College, Edinburgh and one student to take a medical course at the Witwatersrand University, Johannesburg. A departmental supervisor, who had been granted a British Council scholarship in 1950, completed a course in rural education at the Worcester Training College in July. A science teacher from the Basutoland High School left in August to take a professional teachers' course at the Institute of Education, London University ; this again was made possible through British Council assistance. Bursaries from Government funds were paid to 92 students studying within the Territory, and to 12 students following university and other post-matriculation courses in the Union of South Africa.

In primary education the orientation of ideas noted last year still continues though the change is slow. This has shown itself in an increasing number of visits to courts, post offices, Bushmen caves, soil conservation works and so on. Also, an increasing number of home gardens are now directly linked with the school. Apathy on the part of parents is the greatest obstacle to a more practical form of education ; many (even among the more educated section) strongly resent anything which interferes with the purely academic side of school activities. Undoubtedly the value of the new elementary syllabus is now beginning to be felt and a more practical approach to such subjects as Nature Study and Geography is noticeable in many schools. More marked perhaps is the improvement in English in the lower grades. The work in handwork and gardening varies from

school to school ; so much depends on the interest of the teacher in charge. Mention must be made of the great effort made by the Educational Secretary of the Roman Catholic Mission to improve crafts in his schools. There is still a tendency on the part of teachers, however, to attempt too many crafts, and do none well, instead of concentrating on a few and trying to achieve a higher standard in them.

Many short refresher courses have been held for teachers. Much time has been given to a study of the new syllabus at these courses and they have been of great benefit to teachers, especially the untrained ones.

Considerable reorganisation is taking place at the Lerotholi Technical School. The masonry, carpentry and plumbing courses are being integrated into a building department, in which all apprentices will be given the same theoretical training and a certain amount of interchange between the sub-departments for practical work will be encouraged. All furniture-making will come under the cabinet-making department, which will thus provide a more generalised wood-work course than in the past. A more satisfactory correlation between the night school classes and the theoretical work done in the workshops is being worked out.

A two-year commercial course has also been started at the school at the post-junior certificate level. This course appears to be much more popular than the old one-year one, probably because the students can work for the National Senior Certificate of the Union Education Department.

As far as scouting is concerned, the year has been one of steady expansion. The Roman Catholic Mission, which has adopted the movement whole-heartedly, has carried out an extensive training programme. The Paris Evangelical Missionary Society Mission has appointed a Youth Organiser who, in addition to sowing the seed for scouting, has done much to encourage games other than football, more particularly in the mountain areas where large playing fields are not available. This year the first African District Scout Commissioner was appointed and several Africans have earned their Woodbadges.

Guiding has suffered much through the departure of Mrs. K. Forsyth Thompson, the Territorial Commissioner, midway through the year. Much good work nevertheless was done. The movement is very alive in the girls' training institutions so that a steady supply of guiders is becoming available.

All interested in the Home Industries Organisation have for some time been concerned at its high annual cost compared with the very small number of trained weavers who have set up their own home units. It has been decided, therefore, to close down the organisation as such. The bulk of the money remaining is to be invested and the interest used to finance three craft schools at mission centres at Mazenod, Cana and Leribe. These will be under the control of the

Director of Education advised by a Craft Schools Committee, and not under the Basuto Administration as heretofore.

Little use has been made of the cinema van. This is partly because a steady supply of new films, except news reels, has not been forthcoming. There is little doubt that a large amount of entertainment must be given in order to get over a small amount of information. Proposals for making more effective and frequent use of the cinema equipment have been approved. A number of missionaries who have projectors have made good use of the departmental film library for shows to schools and colleges.

## 2. HEALTH

In Basutoland, the Government Medical Staff consists of a Director of Medical Services, 14 Medical Officers, one District Surgeon and an African Houseman. A Medical Officer is stationed at each of the District Headquarters. There is also a Medical Superintendent at the Leper Settlement. Public Health and Sanitation are in the charge of a Health Inspector.

Of the eight Government Hospitals, four are staffed by European Nursing Sisters with a Subordinate African Staff, while four hospitals are staffed by Trained African Nurses and African Staff.

The total accommodation in Government Hospitals is 359 beds for Africans and 13 for European patients, but further numbers of urgent cases are often admitted and provided with extempore accommodation.

Good progress has been made on the building of the twelve bed Hospital and Staff quarters at Butha Buthe, under the Colonial Development and Welfare Fund Scheme. It is hoped that on completion of some of the buildings the Government Dispensary will be opened early in 1952, followed, in due course, by the opening of the hospital.

Africanisation in the Medical Department has continued to make good progress. There are now two African Medical Officers on the staff in addition to an African Intern. By 1953, it is expected that there will be at least four African Medical Officers on the Staff, all of whom were trained under the Colonial Development and Welfare Fund Scheme till its funds were exhausted, when the last three trainees had their fees paid from Basutoland Funds. The African Health Inspector appointed in 1950, assists the European Health Inspector in matters concerning Health, Sanitation and preventive measures against epidemics. An African Health Assistant who qualified in 1950 was appointed to take charge of the Health Centre at Phamong, where he is doing good work. Six pupil Health Assistants began their training at the Maseru Hospital during the year. When trained they will replace the present Leprosy Inspectors, in order that their work

may include general preventive medical work in addition to the inspection of lepers, as it is intended to lay greater stress on preventive medicine in future. Fourteen African Probationer Nurses underwent training at the Maseru Hospital during the year. Four of these nurses were in their final year, but two resigned. It is hoped that the two remaining will qualify in 1952, when they will be engaged as Staff Nurses. The Maseru Hospital was recognised at the last meeting of the High Commission Territories Nursing Council on 7th November, 1951 as a training centre for African Nurses to be certificated under the Council ; Maseru Hospital will be a grade II training centre. The course for training in general nursing will last 4½ years, with an additional nine months for midwifery.

There is no mental asylum in Basutoland. In the past, Basuto lunatics were treated in asylums in the Union and 34 cases are still being hospitalised there. At present, however, no further accommodation can be obtained. As a matter of urgency a temporary Mental Detention Centre was established at Mohale's Hoek for dangerous lunatics. This arrangement leaves much to be desired, but supplies an urgent need until an asylum can be provided, and is a reasonable expedient to obviate the only other and objectionable alternative of detaining lunatics in gaols. The Detention Centre at Mohale's Hoek presents only two advantages as compared with the admission of lunatics to the Union Asylums, it allows lunatics to be visited by relatives and facilitates the discharge to their homes of patients whose condition is restored to health, or much improved. The Medical Officer at Mohale's Hoek is using convulsive therapy in a few selected cases. 85 patients were accommodated in the Detention Centre, 40 new cases were admitted, 12 were discharged and 17 died.

During the year 9,387 patients were admitted to Government Hospitals, compared with 8,958 during 1950, an increase of 429. There were 4,091 operations performed, of which 907 were major operations, an increase of 183 as compared with the operations performed in 1950. Four hundred and ninety-two women were admitted to the Maternity Ward at the Maseru Hospital. Owing to the lack of accommodation admission was limited to first confinements and cases which were considered likely to have complicated labour. Ante-natal and Infant Clinics are held twice a week at the Maseru Hospital and 2,416 attendances were recorded during the year.

The Phamong Health Centre completed early in the year was opened in August, and an African Health Assistant placed in charge. The Medical Officer, Quthing, pays a weekly visit to the Centre and reports that the standard of diagnosis and treatment by the Health Assistant is sufficiently high for him to do a considerable amount of good. During the first six weeks after opening, 729 patients were seen and it is expected that attendances will increase in number.

Four Mountain Dispensaries are to be built under another Colonial Development & Welfare Fund Scheme and work has already

commenced on two, one at Sekake's in the Qacha's Nek district and another at Nohana's, near Ketane, in the Mohale's Hoek District. When completed, a Trained African Nurse will be stationed at each of these Dispensaries.

There are four Mission Hospitals in the Territory : at Roma, Morija, Paray (Ntaote's) and the Maluti Hospital at Mapoteng. The latter is only partly completed. All four hospitals are subsidised by Government and have 40, 32, 31 and 43 beds respectively. There is an out-patients Department at each of these Hospitals.

Approval has recently been given for the building of Health Centres at Semongkong, Marakabei and Mashai, as well as a part of the new 250-bed hospital at Maseru, under a Colonial Development & Welfare Fund Scheme. The establishment of an adequate central hospital is of great importance, not only to supply facilities for the training of African staff, but to enable curative medical work to be concentrated at the main centre of Maseru. With the establishment of the new central hospital, it will be possible to undertake specialist treatment with the appointment of officers qualified for such work.

#### EPIDEMICS AND GENERAL DISEASES

Apart from Diphtheria, no major epidemics were reported during the year under review.

*Plague.* There were no cases reported. However, all precautions such as gassing of rodents' burrows, spraying with D.D.T. Powder and putting down poisoned wheat bait, were undertaken. Experience has shown that poisoned wheat is the most popular means of eradicating rodents.

*Smallpox.* During the year a vaccinating campaign was carried out and some 63,500 people were vaccinated by the Health Department. Only one case of smallpox was reported, although reports came in of other suspected smallpox cases. On investigation these latter were found to be false.

*Typhus.* Only one case of this disease, resulting in death, was reported.

*Diphtheria.* Sporadic outbreaks occurred all over the Territory ; 460 cases were reported with 61 deaths. Over 40,000 prophylactic injections were given. A large number of reports were received of Diphtheria cases, but when investigated these were not confirmed.

*Tuberculosis.* There was an increase of 291 cases in the number of Pulmonary Tuberculosis cases reported. 705 were diagnosed with 34 deaths, as compared with 414 for the previous year. In addition, 288 other tuberculosis cases were reported.

### 3. HOUSING

The Basuto live in small scattered villages under tribal authority and their huts are, on the whole, healthy if primitive. They are usually built of rough stone or of sods and are roofed with thatching grass or in some areas in the mountain with wheat straw. The floors are smeared by the women with mud and cow dung and frequently the inner and outer walls are treated in the same way. The walls are often decorated with traditional designs in various colours.

The traditional hut is circular in shape but nowadays many Basuto prefer to build rectangular huts which are in some cases roofed with corrugated iron. The wealthier people build houses of cut stone or of brick and buy stock-size doors and glazed windows.

In the old days it was the custom for each man to build and thatch his own house but many of the younger generation have no knowledge of building. They are, therefore, compelled to hire others to do this work for them.

If a man wishes to build he asks his chief or headman for a site. Any building he may erect remains his property unless he leaves the village, in which case the chief may allocate it to some other person but at no charge. The original owner is, however, allowed to remove the doors and windows if he wishes to do so.

There are no factories or industrial undertakings in Basutoland, and the problem of housing industrial workers has not therefore arisen.

The small European population consists for the most part of civil servants, missionaries and traders, and is as a rule well housed in buildings of local cut stone. Since the war, however, Government departments and commercial enterprises have expanded and a number of houses in Maseru have been built of brick since it is quicker and cheaper to build with brick than with stone.

Three European houses were constructed during the year, one each at Teyatyaneng, Mokhotlong and Mafeteng. The following African houses were also either completed or nearing completion at the end of the year :—

Mohales Hoek . . . . .	10 houses (6 for Police)
Mafeteng . . . . .	2 houses
Maseru . . . . .	15 houses (9 for Police)
Teyatyaneng . . . . .	16 houses (all Police)
Leribe . . . . .	2 houses

### 4. SOCIAL WELFARE

As the Basuto live in small scattered village communities and there are no towns or industrial undertakings where workers of the poorer class are concentrated, there are no slums and no problems arising

out of urban conditions such as exist in the Union of South Africa.

Much valuable work is done throughout the Territory by youth movements such as Scouts and Guides and by the Homemakers Association. These organisations are run entirely by voluntary workers, both European and Basuto.

Community Halls have been built at all District Headquarters. At each Headquarters a committee of Africans was appointed to help the District Commissioner with the planning and building of the Hall and to organise the activities which take place there. It is considered essential for the development of these Halls as centres of social life that the activities should spring from the efforts and wishes of the people themselves.

A community Hall and Library were completed in Maseru in 1948.

The Financial Secretary acted as chairman of the Pension Board and the Assistant Treasurer as Chairman of the Executive Committee of the Basuto Soldiers' Benefit Fund.

The Pension Board consists of four members :

Chairman (Financial Secretary)

Civilian Medical Officer (Dr. H. W. Dyke, C.B.E., retired  
Director of Medical Services, Basutoland)

Civilian Medical Officer detailed by Director of Medical  
Services,

Representative of the Paramount Chief.

The Board meets weekly to consider the applications of disabled ex-soldiers and to make awards.

Soldiers' pensions vary between a maximum of £50 per annum to a volunteer with a 100 per cent. disability and £10 per annum for a 20 per cent. disability, with appropriate increases for a wife and each child. A widow receives £30 per annum and £10 per annum extra for each child. Men whose degree of disablement is assessed at less than 20 per cent. receive a gratuity, the amount of which depends on the duration of the disablement.

The Basuto Soldiers' Benefit Fund was established out of contributions received from the Basutoland War Levy, the Governor-General's War Fund, and P.R.I. funds of the contingents who served in the Middle East. The Fund totalled £24,873.

Applications for assistance are first considered by District Welfare Boards and are then passed with the Board's recommendation to the Executive Committee of the Fund.

In the financial year 1950 51, 166 applications were considered by the Executive Committee and assistance was granted in 52 cases. 17 of the grants made were Education Bursaries and Family Allowances to ex-soldiers studying at schools and colleges. The remaining 35 grants covered re-habilitation, relief, etc. £1,315 was paid out of the Fund during the year.

The tax collecting Agency established on the Rand in 1932 and mentioned in an earlier chapter now includes among its more important duties the welfare of the Basuto working in the mines and in industry in the Union of South Africa. During the year the Agent, an Administrative Officer seconded from the Territory, and his Deputies, carried out inspections of numerous compounds and the conditions of work in many industrial undertakings. Labour Agents in the Territory may recruit only for those mines and industries where conditions are found to be suitable.

Labourers on the Reef continue to make great use of the Agencies, which serve to help these men to keep in touch with their homes. Requests for assistance from districts in the Territory are frequent and it is usually possible to arrange for cash remittances or for repatriation. Destitute and stranded Basuto are frequently assisted and the Agent and his Deputies often help to settle matrimonial differences.

## CHAPTER VIII

### LEGISLATION

The following is a list of the more important legislation in 1951 :

- 1 Proclamation No. 33 of 1951. The Basutoland Game Preservation Proclamation, which makes provision for the preservation of Game in Basutoland.
- 2 Proclamation No. 45 of 1951. The Basutoland Protection of Fresh Water Fish Proclamation, which makes provision for the protection of Fresh Water Fish in Basutoland.
- 3 Proclamation No. 47 of 1951. The Basutoland Weeds Proclamation, which makes provision for the eradication of certain noxious weeds.
- 4 Proclamation No. 58 of 1951. The Basutoland Opium and Habit-forming Drugs Regulation (Amendment) Proclamation, which provides heavier penalties for trafficking in dagga.
- 5 Proclamation No. 72 of 1951. The Basutoland Trading Proclamation, which consolidates and amends the law regarding Trading.

## CHAPTER IX

### JUSTICE, POLICE AND PRISONS

#### 1. JUSTICE

The laws in force in Basutoland include those of the Cape of Good Hope up to the 18th March, 1884, except where repealed or altered

by Proclamation of the High Commissioner, who is empowered to make by Proclamation such laws as may be necessary for the peace, order and good Government of the Territory. Accordingly, the common law of the Territory is Roman-Dutch law, supplemented by statute law which is often based on that of the Union of South Africa. The Criminal Procedure and Evidence Proclamation is based on the South African Criminal Procedure and Evidence Act which is derived from English Criminal Law. Native Law and Custom in so far as it is not repugnant to the principles of justice and morality, or the laws of the Territory, is also in force.

The Basutoland Courts of Law consist of :

### 1. THE HIGH COURT

*The High Court* which constitutes the Supreme Court of Basutoland from which an appeal lies to the Privy Council. This Court, which superseded the Court of the Resident Commissioner, was constituted under Proclamation 57 of 1938. It is presided over by the Chief Justice of the High Commission Territories, and has jurisdiction in all cases both civil and criminal which arise in the Territory. The High Court is also a Court of appeal from all Subordinate Courts, and has full powers of review in respect of all proceedings of Subordinate Courts. When the High Court is not in session these powers are vested in the Judge. At any trial the Judge has the power to call for one or two Administrative Officers as Advisers, and one or more African Assessors to assist him, but the decision is vested exclusively in the Judge.

### 2. SUBORDINATE COURTS

#### OF THE FIRST, SECOND, AND THIRD CLASS

In the nine districts of the Territory, there are Subordinate Courts of the first class, presided over by the District Commissioner of each district, and also subordinate courts of the second and third class, presided over by Assistant District Officers and cadets, the limits of whose jurisdiction are clearly defined in Proclamation No. 58 of 1938. Appeals lie from these courts to the High Court of the Territory. Two Judicial Commissioners have now been appointed as full-time Magistrates to hold Courts of the first class in each district. District Commissioners are thus relieved of a certain amount of their Court work and have more time for their administrative duties.

The powers of these courts are as follows :

#### *Criminal*

(a) *First Class* : Presided over by a District Officer. Can impose sentences with or without the option of a fine up to a maximum of two years imprisonment with hard labour or a fine of £100. In certain

**cases** a whipping not exceeding fifteen strokes with a cane may be imposed.

(b) *Second Class* : Are courts of an Assistant District Officer. **The** maximum sentence is imprisonment with hard labour for one **year** or a fine not exceeding £50. A whipping not exceeding eight **strokes** may be imposed in certain cases.

(c) *Third Class* : Are Courts of an Assistant District Officer (**Cadet**) with maximum jurisdiction limited to six month's imprisonment with hard labour or a fine of £10.

These courts have no jurisdiction to try as Courts of first instance **any** person charged with treason, murder, rape or sedition. A preparatory examination is held, and the record is transmitted to the Attorney-General who may decide *inter alia* :

- (i) Not to indict the accused.
- (ii) To indict the accused before the High Court.
- (iii) To remit the case to the District Commissioner for trial with or without increased jurisdiction.
- (iv) To remit the case to the District Commissioner for the hearing of further evidence.

### *Civil*

In Civil cases, subordinate Courts of the First Class have jurisdiction in all actions where both parties are natives and all other actions where the claim or value of the matter in dispute does not exceed £500, and of the Second Class where the matter in dispute does not exceed £250. Subordinate Courts of the Third Class have no jurisdiction.

*Criminal procedure* in use in subordinate Courts is laid down in the Criminal Procedure and Evidence Proclamation (No. 59 of 1938) and Civil Procedure is laid down in the Subordinate Courts Proclamation No. 58 of 1938, and in the Rules issued thereunder and promulgated in High Commissioner's Notice No. 111 of 1943.

## 3. THE JUDICIAL COMMISSIONERS' COURTS

Two Judicial Commissioners have been appointed in terms of Proclamation No. 25 of 1950 to hear civil and criminal appeals from the Courts of the Paramount Chief. Formerly appeals from Native Courts were heard by District Commissioners, but they became so numerous that it was found essential to establish special courts to deal with them. They are courts of appeal for matters decided according to native law and custom and appeals from them to the High Court can be made with the permission of either the High Court or the Judicial Commissioner.

#### 4. NATIVE COURTS

Native Courts were formally recognised and given special powers and jurisdiction under Proclamation No. 62 of 1938. These Courts are established by a warrant issued by the Resident Commissioner with the approval of the High Commissioner, and may exercise civil and criminal jurisdiction to the extent set out in their warrants. They have no jurisdiction over any parties other than Natives as defined in the General Interpretation Proclamation (No. 12 of 1942). They deal mainly with offences against Native Law and Custom and infringements of the Paramount Chief's orders, or those of Chiefs and sub-Chiefs, and with civil disputes. District Officers have access to Native Courts and the right to examine case records with powers of revision in the event of a miscarriage of justice.

The Paramount Chief's Court is a Court of appeal from the Courts of Ward Chiefs. Any person aggrieved by a decision of this Court may appeal to the Court of the Judicial Commissioner.

When the National Treasury was inaugurated on the 1st April, 1946, Native Courts were considerably reduced in number. Courts are now distributed in proportion to the population and are graded according to the number of tax-payers they serve. Thus a Ward Chief will have an "A" Court and in the area of a chief who has less tax-payers there may be a "B" Court. Under the old system the fines received from the Courts were taken by the Chiefs as a perquisite of their position, a practice which was obviously open to abuse, for as in mediaeval England "*justitia magnum emolumentum est.*" With the inauguration of the National Treasury, however, all fines are paid into the National Treasury revenue. The Chiefs now receive fixed allowances and their Courts are presided over by Presidents with other officials to assist them who are all paid from Native Administration funds. There is no doubt that the reduction of Native Courts from over 1,300 to 107 has resulted in a more efficient and equitable system of justice.

Chiefs and headmen now have no judicial powers apart from those which may be conferred on them as members of Native Courts established by warrants issued by the Resident Commissioner with the approval of the High Commissioner. They may, however, act as arbitrators in the case of a civil dispute which neither party wishes to bring before the Courts.

#### THE CHIEF JUSTICE

The Chief Justice is also Chief Justice of the High Courts of Swaziland and the Bechuanaland Protectorate. He is not resident in the Territory except when the High Court is in session.

## THE ATTORNEY GENERAL

The Attorney General who is a practising member of the Johannesburg bar, acts in a similar capacity for both Swaziland and the Bechuanaland Protectorate. He is also legal adviser to the High Commissioner.

## THE LEGAL SECRETARY

This post includes the posts of Master, Registrar and Sheriff of the High Court. The Legal Secretary is also local legal adviser to the Government and is responsible for the recording and transcription of the proceedings of the High Court and of the Basutoland National Council, and also for deeds registration, legislative drafting, control of the Legal Vote, the registration of Births, Marriages and Deaths, and the issue of law reports.

## REGISTRAR OF THE HIGH COURT

*(a) Criminal Trials*

During 1951 fourteen trial cases involving forty-two accused persons were heard by the High Court. Two of these cases dealt with the crime known as Medicine Murder, and involved fifteen accused persons, of whom seven were found not guilty and discharged and eight sentenced to death. Of these eight, five made application for leave to appeal to the Privy Council. The application being refused, the sentences of three of these five persons were commuted to terms of imprisonment.

Thirteen accused persons were tried for murder (as opposed to Medicine Murder) and of these three were found guilty of Culpable Homicide and six were found not guilty and discharged. Of the four found guilty and sentenced to death, three had their sentences commuted to terms of imprisonment.

Fourteen accused persons were tried for the various crimes of : Assault with intent to murder, house-breaking with intent to steal and theft, and robbery. Of these two were found not guilty and discharged and the remainder sentenced to terms of imprisonment.

A further Medicine Murder case was postponed to the coming Session of the High Court to enable the accused persons to complete their arrangements in regard to their defence.

*(b) Criminal Appeals*

Eighty criminal appeals were dealt with during 1951 ; of these eighteen were allowed, forty-five dismissed, six struck off the Roll (the appellants being in default), and seven were withdrawn before hearing. In four appeals the Court ordered re-trials and further evidence to be taken in the Subordinate Courts.

(c) *Review of Criminal Cases*

Three hundred and eighty Subordinate Court cases were reviewed by the Chief Justice. In six of these the convictions and sentences were set aside, and in a further sixteen cases the sentences varied. In nine cases the Chief Justice declined to review the proceedings as an appeal had been noted. In the remaining cases the convictions and sentences were confirmed.

In addition to cases subject to automatic review, summarised particulars of sentences in all Subordinate Court cases are scrutinised in the office of the Registrar of the High Court, and where necessary, cases not ordinarily reviewable are submitted to the Chief Justice for Review.

(d) *Civil Work*

Seventeen civil applications and four civil appeals were dealt with.

#### MASTER OF THE HIGH COURT

The duties of the Master of the High Court include the supervision of the administration of the estates of persons (other than tribal Africans) who are deceased or who are lunatics, and also of the administration of all insolvent estates. He is also responsible for the administration of the Guardians' Fund.

#### REGISTRAR OF BIRTHS, DEATHS AND MARRIAGES

The Legal Secretary is responsible for the registration of births and deaths of persons other than Africans under the provisions of Proclamation No. 17 of 1947. Prior to this there was a voluntary system of registration governed by the Cape of Good Hope Act No. 20 of 1880.

During 1951, 29 births and 12 deaths were registered.

The Legal Secretary is also responsible for the registration of marriages under Proclamation No. 7 of 1911. Two thousand, three hundred and thirty-six marriages were registered in terms of this Proclamation during 1951, this figure includes marriages by Africans but not customary unions according to Basuto Custom, except where parties to such customary unions have subsequently been married by Marriage Officers appointed in terms of Proclamation No. 7 of 1911.

#### THE JUDICIAL COMMISSIONER

The Territory has two Judicial Commissioners—one for the Northern circuit and one for the Southern. In addition to hearing appeals from the Paramount Chief's Courts they also have jurisdiction to try

criminal cases in all districts of Basutoland, thus relieving District Officers of a considerable amount of Court work and enabling them to spend more time on administrative work.

The total number of appeals heard by Judicial Commissioners during the last five years was as follows :—

1947	. . . 489	1949	. . . 351
1948	. . . 387	1950	. . . 159
	1951	. . . 252	

The total number heard by Paramount Chief's Appeal Courts in 1951 was 1,083.

The 252 cases heard by Judicial Commissioners in 1951 were disposed of as follows :—

(The figures for 1950 are also given for comparison.)

	<i>Number</i>		<i>Percentage</i>	
	1950	1951	1950	1951
Paramount Chief's Court :				
Judgments upheld . . . . .	60	130	41	56
Paramount Chief's Court :				
Judgments varied . . . . .	19	16	13	7
Paramount Chief's Court :				
Judgment reversed . . . . .	32	53	21	23
Remitted down for re-hearing . . . .	9	—	6	—
Struck off roll for want of prosecution	16	25	12	11
Various . . . . .	8	6	6	3
Postponed . . . . .	2	—	1	—
Totals . . . . .	146	230	100	100

<i>Petitions</i>	1950	1951
Allowed . . . . .	1	5
Dismissed . . . . .	12	16
Miscellaneous . . . . .	—	1
Totals . . . . .	13	22
	159	252

It is satisfactory to see that the total number of appeals heard, expressed as a percentage of cases heard by the Paramount Chief's Appeal Courts, were only 21 per cent. and that of all the cases heard by the Paramount Chief's Appeal Courts only 5 per cent. were reversed on appeal.

## 2. POLICE

### ADMINISTRATION

The Commissioner of the Basutoland Mounted Police is the Departmental Head and Commanding Officer of the Force. He is responsible to the Resident Commissioner for its efficient administration.

The Commissioner is assisted at Police Headquarters by a Superintendent as Staff Officer, by a second Superintendent as officer in charge of the Police Training School and a Superintendent in charge of the Criminal Investigation Division and Records Bureau.

For Police Administrative purposes the Territory is divided into five Divisions, which in turn are comprised of nine Detachments. Detachment commands coincide with Administrative District boundaries.

In addition to his duties as second in command of the Force, the Deputy Commissioner is in command of a Division and controls the Detachment at the Capital of the Territory which is his Divisional Headquarters.

The remaining Divisions are each commanded by a Superintendent, who in addition commands the Detachment at his Divisional Headquarters and is responsible to the Commissioner of Police for the efficient administration and working of his Division.

The remaining Detachments contained within a Division are commanded by Superintendents or Assistant Superintendents who are responsible to their Divisional Commanders.

All Commissioned Officers of the Force are Europeans. The Inspectorate and non-commissioned ranks are recruited from the Natives of the Territory.

### ESTABLISHMENT AND STRENGTH

The following shews the establishment and actual strength of the Force as at 31st December, 1951 :—

<i>Rank</i>	<i>Establishment</i>	<i>Strength</i>
Commissioner . . . . .	1	1
Deputy Commissioner . . . . .	1	1
Superintendents } . . . . .	12	9
Assistant Superintendents } . . . . .	3	3
Assistant Superintendents Supernumerary . . . . .		
<b>Total Commissioned Ranks . . . . .</b>	<b>17</b>	<b>14</b>

<i>Rank</i>	<i>Establishment</i>	<i>Strength</i>
Senior Inspector . . . . .	1	1
Sergeant Major . . . . .	1	1
Staff Sergeants . . . . .	7	5
Sergeants . . . . .	15	10
Corporals . . . . .	31	38
Lance Corporals . . . . .	Nil	30
Troopers . . . . .	293	255
<b>Total Inspectorate and Non-commissioned Ranks</b>	<b>348</b>	<b>340</b>
<i>Civilian Employees</i>		
Lady Clerk (European) . . . . .	1	1
Saddlers (African) . . . . .	5	5
	<b>6</b>	<b>6</b>

## TRANSPORT

The Force has an establishment of 11 motor trucks, 287 riding horses and 89 pack animals.

## POLICE TRAINING SCHOOL

The School is commanded by a Superintendent, who has a staff of one Sergeant, one Corporal and one Trooper to assist him. It is situated at Walker's Camp on the outskirts of Maseru. In addition to recruits' courses, each normally of six months duration, refresher courses and promotion courses are held as possible for N.C.O.'s and Senior Troopers.

During the year 17 recruits completed their training and were posted to Divisions, 4 were discharged as unsuitable and 17 were still in training at the end of the year.

CRIMINAL INVESTIGATION DIVISION  
AND RECORDS BUREAU

The Division is commanded by a Superintendent of Police directly responsible to the Commissioner. The African establishment is one Sergeant, three Corporals and seven Troopers, who besides staffing the Bureau, are available, if necessary, for special investigations. In addition to the normal work of a Bureau, it is responsible for the proper presentation of cases for the consideration of the Attorney-General and for their final preparation for the High Court.

## WORK OF THE POLICE

(a) *Border Posts*

The Force is responsible for the manning of 29 Border Posts, which have an establishment of three N.C.O.'s and 65 Troopers. They are mainly occupied with Customs duties, the collection of revenue and the enforcement of Government Regulations dealing with the export and import of livestock and grain.

(b) *Patrolling*

194,290 men-miles were covered during the year by 8,527 patrols of a total of 11,545 members of the rank and file who were despatched on mounted patrols. A large proportion of this mileage was performed during the course of criminal investigations.

(c) *Mountain Posts*

Work continued on the building under Police supervision of eight Police posts in the mountains. When in full operation they will materially reduce the period between the occurrence of an offence and its investigation. At the end of the year three posts had been taken over from the contractors and all but one of the others, though incomplete, were in partial operation.

## CRIMINAL RECORD BUREAU STATISTICS

Fingerprint slips received from Basutoland Mounted Police Detachments and Thabang "A" Native Court numbered 1,913. These were classified and filed. 98 fingerprint dockets were opened during the year. Persons fingerprinted were all Africans.

## CRIME

The contraventions or alleged contraventions of the Laws of the Territory reported to the Police during 1951 numbered 7,057. This figure excludes 337 cases which were pending at the close of 1950.

The cases were disposed of as follows :—

Sent for trial . . . . .	3,411
Transferred to Native Courts . . . . .	2,403
Withdrawn before arrest or issue of process . . . . .	456
Undetected . . . . .	306
Found false on enquiry . . . . .	234
Not completed during the year . . . . .	584
Total . . . . .	<u>7,394</u>

6,353 persons were prosecuted ; 3,387 summarily convicted ; 54 committed for trial ; 2,209 transferred to Native Courts ; 2 found insane before trial ; 370 discharged, and 331 on remand.

2,332 crimes of a serious nature were reported during the year, representing 33.04 per cent. of the total for all offences. 170 crimes under this head were brought forward from the previous year.

2,209 serious crimes were fully investigated during 1951 and of these 1,192 or 53.96 per cent. were sent for trial. Of the remaining 1,017 cases, 618 were transferred to Native Courts ; 127 were withdrawn ; 171 were found false on enquiry, and 101 or 2.23 per cent. were undetected.

The following Table shows the number of convictions for various crimes and offences during the last eight years :—

<i>Nature of Crime in Magisterial Courts</i>	1944	1945	1946	1947	1948	1949	1950	1951
Offences against the Person . . . . .	259	298	485	476	490	401	421	461
Offences against Property . . . . .	314	433	594	416	558	594	707	1,197
Offences against Liquor Laws . . . . .	26	44	61	81	66	77	140	119
Other Crimes . . . . .	697	824	834	984	1,012	1,069	1,212	1,610
	1,296	1,599	1,974	1,957	2,126	2,141	2,480	3,387
<i>In Superior Courts</i>								
Murder . . . . .	22	5	8	35	48	7	30	13
Culpable Homicide . . . . .	11	12	21	31	14	7	—	2
Attempted Murder . . . . .	4	2	—	3	—	—	—	3
Rape . . . . .	—	2	4	—	—	—	—	—
Other Offences against the Person . . . . .	4	—	8	6	1	4	—	2
Offences against Property with Violence to the Person . . . . .	—	—	—	—	—	—	—	3
Other offences against Property . . . . .	—	—	—	4	—	1	3	4
<i>In Superior Courts</i>								
<i>Nature of Crime in Magisterial Courts</i>								
Public Violence . . . . .	—	—	—	—	—	—	—	—
Other Crimes . . . . .	—	—	—	1	—	—	—	—
Total . . . . .	1,337	1,620	2,015	2,037	2,189	2,160	2,513	3,414

The number of convictions for 1951, shows an increase of 901 cases over the figures for the previous year. Convictions for offences against the person increased by 30 and for offences against property by 494, of which stock theft accounted for 386. Convictions for statutory and other minor offences increased by 398, while those for offences against the liquor laws showed a decrease of 21.

The increase in convictions for theft of stock is attributed to the success of the mountain stock theft patrols which were maintained during the year. The high cost of living in the Territory must, however, also be considered as a factor in the marked increase in offences against property.

The increased convictions for statutory and other minor offences is not considered to be abnormal. The illicit possession and trafficking in the habit-forming drug known as Dagga or Indian Hemp, classified as a statutory offence, accounted for an increase of 169 from 214 to 383 under this head. This increase is attributed to the success of patrols using mechanical transport to combat this traffic.

### "MEDICINE" MURDER

Medicine Murder was again the most serious crime the Police had to contend with in 1951. Nine cases were reported ; an increase over the previous two years, and the second highest reported during any one year.

In addition evidence was obtained that three murders reported during 1950 were Medicine Murders and these were successfully investigated during the year under review. One case reported during 1947 and closed undetected was also re-opened and successfully investigated.

The resources of the Police were taxed to the utmost in dealing with the investigation of outstanding cases from previous years and the cases which came to the notice of the Police during 1951.

Nineteen accused persons in the three cases outstanding from 1950 were sent for trial during the year ; eight were convicted, seven discharged and four committed for trial. Arrests have been made in the outstanding case from 1947, and this case is now ready for Court.

Eight accused persons in two of the nine cases reported during the year under review have been indicted for trial by the High Court. The Attorney-General entered a *nolle prosequi* in one case in which eleven accused were involved. Five cases are still under investigation. There were no prominent Chiefs involved in the cases sent for trial during the year.

The high proportion of cases under investigation at the end of 1951 is accounted for by the fact that four of them were reported subsequently to September, 1951, and experience in the past has shown that immediate success in this type of crime is not usually obtained.

A Comparative Table showing the Medicine Murders reported since 1943 and the fluctuations during the past eight years is given herewith :—

<i>Year</i>	<i>Cases reported</i>	<i>Increase over previous year</i>	<i>Decrease over previous year</i>
1943 . . .	4	1	—
1944 . . .	8	4	—
1945 . . .	6	—	2
1946 . . .	7	1	—
1947 . . .	6	—	1
1948 . . .	20	14	—
1949 . . .	5	—	15
1950 . . .	4	—	1
1951 . . .	9	5	—

### 3. PRISONS

The authorised establishment of the Basutoland Prison Service is as follows :—

#### *European*

Superintendent of Prisons . . . . .	1
Assistant Superintendent of Prisons . . . . .	1

#### *African*

Senior Gaoler . . . . .	1
Gaolers Class I . . . . .	8
Gaolers Class II . . . . .	2
Gaoler Clerk . . . . .	1
Clerk . . . . .	1
Technical Instructors . . . . .	9
Warders . . . . .	63
Female Gaoler . . . . .	1
Female Warders . . . . .	6
	—
	94
	—

There are ten prisons in the Territory including the Central Prison at Maseru which is of antiquated construction and is gradually being replaced by a new building. This is being erected by prison labour. One wing is completed and occupied, and the second wing is nearing completion. There is also a camp for young prisoners at the Gaol Gardens, Maseru.

The total number of persons committed to prison during 1951 was 4,055 and the daily average population was 687.62. The figures for 1950 were admissions 3,205 and daily average population 555.82.

Recidivism showed a slight decrease from the previous year. The number of persons returning to prison was 582 or 14.35 per cent. of the total admissions compared with 15.72 per cent. in 1950.

The increase in population occurred mostly toward the end of the year and is thought to be due to the greater mobility of the police and the establishment of more police posts.

### WOMEN PRISONERS

Women prisoners, except those serving very short sentences, are always transferred to Maseru Prison where there is a small female staff consisting of one Female Gaoler and six Female Warders.

In the other prisons of the Territory, women who are on remand or serving short sentences are supervised by temporary female warders.

The women prisoners at Maseru are employed in laundry work and cleaning at the Government Hospital, light work in the prison garden, repairing clothing and making female clothing.

The Female Gaoler gives instructions in elementary hygiene and literacy classes are also being held.

### SPIRITUAL WELFARE

There are no chaplains attached to the Prison Service but Ministers of all denominations are allowed and encouraged to visit the prisons and hold services or talk with prisoners on matters affecting their spiritual welfare.

### HEALTH AND DIET

The general health of prisoners throughout the year has been good. There were 140 admissions to hospital and 2 deaths, excluding judicial hangings.

There are no Medical Officers appointed to prisons, but the Government Medical Officer of each station is required to see all admissions and sick prisoners at the Government dispensary. He also inspects the prison and sees all inmates weekly. At Maseru the sick are seen by the Medical Officer at the prison.

There are no hospitals or sick bays in any of the prisons, but prisoners requiring hospital treatment are admitted to the local Government hospital. It has not been possible to make special provision for prisoners in any of the hospitals ; they occupy beds in the ordinary wards and are guarded by warders. In the new Central Prison a small hospital will be built.

### LABOUR

Prison labour is used for various works of a public nature including stone quarrying and minor building repairs, gravel quarrying and road repairs, sanitary work, loading and unloading Government Stores, hedge clipping, cleaning and gardening at hospitals. Each prison has a garden and supplies as many vegetables as possible for use in the prison.

At Maseru there are several prison industries, the chief being gardening. For many months the prison garden supplies all the vegetable needs, not only of the prison, but also of the Government

Hospital, Discharged Soldiers Hospital, Leper Settlement and other prisons. During the year approximately 96,000 lbs. of vegetables were produced.

The tailoring industry now manufactures all prison clothing and staff uniforms.

Several prisoners are quite proficient shoe repairers and several articles of leather equipment have also been produced, including waist belts, revolver holsters, and electric lamp cases.

Stone quarrying is the oldest of prison industries, but this has now been extended to include building. The stone which is being quarried and dressed is being used in the building of the new Central Prison mentioned earlier.

Bricks of a good quality are also produced in sufficient quantities for building needs.

The carpentry section is doing the joinery and roofing in the new prison whilst the Blacksmith Warder teaches prisoners to sharpen tools for the masons and to manufacture new ones. A few tools have also been made for the Public Works Department during the year under review.

About £130 has been paid into revenue from Prison Industries during 1951 and approximately £480, income from the sale of vegetables and pigs, has been paid into a trading account which was opened in April, 1951.

Provision is made in the Prison Regulations for certain classes of prisoners to be employed on public works outside the prisons. In the case of the few prisoners who have been treated in this manner the scheme has proved successful.

#### DISCIPLINE

Discipline remained fairly good throughout 1951, 28 prisoners escaped from custody, and 22 were recaptured. Comparative figures for the previous year were 11 and 8 respectively.

All judicial executions are carried out at Maseru.

On the 1st January, 1951 there were 15 prisoners in custody under sentence of death, and in addition 9 were sentenced during the year. The outcome of the cases was as follows :—

Executed . . . . .	12
Sentence commuted to imprisonment . . . . .	12
	—
Total . . . . .	24
	—

## CHAPTER X

### PUBLIC UTILITIES AND PUBLIC WORKS

Owing to the majority of the building staff having been disbanded due to financial stringency in 1950 considerable delay has occurred in getting the building programme under way. Work is difficult due to shortage of materials and artisans and it became necessary to recruit Portuguese artisans from Lourenço Marques. The building staff during the year consisted of an Architect, a Building Superintendent, two Works Staff Grade I and one Works Staff Grade II.

Three Government European Quarters were constructed, one each at Teyateyaneng, Mokhotlong and Mafeteng, and a total of 47 African houses were either completed or almost completed at the end of the year. A new workshop for the Public Works Department ; alterations to the Medical Store and Waiting Room ; extensions to Secretariat Offices, and a new Police Store were completed in Maseru, while improvements to the Post Master's Quarters and a new Police Station were completed at Qacha's Nek. A new Post Office and a House for the Agricultural Officer were also completed at Mokhotlong together with numerous minor building works. Work commenced and has progressed satisfactorily on a new hospital at Butha Buthe which is being constructed on contract and also on the construction of a new building at the Lerotholi Technical School.

#### WATER

All Water Supplies in Maseru and District Centres are owned and operated by Government. Apart from the Maseru Supply which is pumped from the Caledon River augmented by springs, all District Supplies are from piped springs and boreholes.

The new Maseru Water Supply operated satisfactorily during the year, but in dry weather the demand already exceeds the supply and extensions will, therefore, have to come under consideration in the very near future.

In the districts a new borehole at Mohale's Hoek was equipped and connected to a new 50,000 gallon storage tank, and at Leribe a new borehole was equipped and connected to the existing reservoirs. Great difficulty was experienced in obtaining a contractor to undertake drilling at Quthing and it was only at the end of the year that a machine was eventually moved there. The results of the drilling are not yet known.

Apart from the Government supplies the normal source of water for the villages and trading stores is from springs, although a small number of traders and missionaries have sunk successful shallow boreholes giving comparatively small yields.

#### ELECTRICITY

The only Electricity Supply in the Territory is at Maseru and was purchased by Government in 1948. The current supplied is 220 volts A.C. Tenders for the installation of a new Power Station at Maseru financed by Loan Funds were received and approved towards the middle of the year. Due to the general rise in prices, however, the estimated cost has risen from approximately £65,000 to approximately £78,000. The construction of the Power Station building and cooling pond was undertaken by the Public Works Department and almost completed during the year. A new Railway Siding to the site was also completed. It is hoped to have the first section in operation by the middle of 1952, but it is unlikely that the second boiler will be available until the middle of 1953.

### CHAPTER XI

## COMMUNICATIONS AND TRANSPORT

#### RAILWAYS

The Territory is linked with the Railway system of the Union of South Africa by a short line from Maseru to Marseilles, on the Bloemfontein-Natal main line. From this junction it is possible to proceed by rail direct either to Bloemfontein or Bethlehem, and from these junctions respectively to the cities of Cape Town and Johannesburg, and to Durban. One mile of the line is in Basutoland. The railway does not at any other point enter Basutoland, but runs along the boundaries of the Territory and goods are transported by road to and from the nearest railway station across the border.

The Road Motor Transport Department of the South African Railways runs regular services between Fouriesburg and Butha-Butha, Zastron and Quthing, Zastron and Mohale's Hoek.

#### ROADS

The greater part of Basutoland is very mountainous and in this area all transport is effected by the use of pack animals.

On the western side of Basutoland there is a strip of agricultural country from North to South in which a fairly good road system has been developed. The main roads traverse the whole of this area, with branches leading west to the principal points of exit. Nearly all the roads are gravelled and carry motor and ox-wagon traffic in all weather. There are, however, a number of unbridged rivers and streams which, during flood periods, may delay travellers for some hours.

From the main roads a number of feeder roads lead towards the interior. By-roads to trading centres and missions start from these feeder roads and penetrate still further into the interior. Although several roads now cross the first range of mountains, none has yet reached the second range. Feeder roads are maintained by the Government, and during the year a certain amount of gravelling has been carried out and particular care taken to improve drainage at the same time.

The by-roads are maintained by traders and others to whose stations they lead, and annual Government grants are made towards their upkeep.

On the eastern side of Basutoland, in the Qacha's Nek district, there is a short road system, similar to that described above, and the standard reached is much the same as that on the western side of the Territory.

During the year two heavy motor graders and one mechanical shovel were purchased which will help to improve the road maintenance organisation. These have, however, not yet been put into operation. From Colonial Development and Welfare Funds a new bridge was completed near Leribe and materials ordered for the construction of additional bridges and culverts during the coming year. Work also commenced on a Mountain Road into the heart of Basutoland, which will join Maseru with Ntaote's.

#### BRIDLE PATHS

There are approximately 1,600 miles of bridle paths in the Territory, which are now maintained by the Native Administration with advice from the Public Works Department.

#### AVIATION

There are only two recognised aerodromes in Basutoland and these are for the lightest types of aircraft. They are at Maseru, the capital, and Mokhotlong, the District Headquarters in the Drakensberg mountains.

In addition there are a number of landing strips in the Territory used principally by traders for the transporting of merchandise to and from their stores.

During the year all these aerodromes and landing fields were inspected by the Air Adviser to the High Commissioner with a view to their being licensed in the near future.

#### POSTAL AND TELEGRAPHIC COMMUNICATION

There is a full postal service in the lowlands of Basutoland with a telephone and telegraph system covering approximately the same area as the main roads. Postal agencies throughout the mountains deal with the mail for this area, which is carried by pack animals. To accelerate the disposal of mails for the Mokhotlong area an airmail service was established in 1950 between Ladysmith in Natal, Mokhotlong and Maseru. The postal service is administratively part of that of the Union of South Africa, although Basutoland has its own postage and revenue stamps.

Due to the continued need to exercise economy, the Post Office was unable to extend and improve public facilities to the desired extent in 1951.

No additional head post-offices could be established, but the postal and telephone agency at Mazenod Institute was regraded to the higher status of postal, telegraphic and telephonic agency. Arrangements are in hand to regrade agencies at Matsieng, Kolonyama and Mapoteng to similar status.

The reconstruction of the Teyateyaneng - Butha Buthe telegraphic trunk line, which had reached an advanced stage of deterioration of its components, was started during the year.

#### TELEPHONES

The demand for new services has continued to increase and it has been possible to connect 60 additional subscribers to the system, mainly at Maseru where the telephone exchange system was modernized.

#### RADIO - COMMUNICATION

The Maseru - Mokhotlong - Mashai - Qacha's Nek departmental radio link continues satisfactorily to serve the needs of the public in the remote mountain areas. To afford relief to traders and mission stations in similar areas not within reach of the departmental link and to which the normal post-office telephone system cannot be extended, several licences for private radio-communication were issued.

# PART III

## CHAPTER ONE

### GEOGRAPHY AND CLIMATE

#### PHYSICAL CHARACTERISTICS

The Colony of Basutoland is an enclave within the Union of South Africa, its boundaries running with those of Natal Province to the East, Cape Province to the South, and the Orange Free State to the North and West. It lies between latitudes  $28^{\circ} 35'$  and  $30^{\circ} 40'$  South and longitudes  $27^{\circ}$  and  $29^{\circ} 30'$  East. It comprises an area of 11,716 square miles of which about one-quarter in the West is lowland country varying in height above sea level from 5,000 to 6,000 feet, the remaining three-quarters being highlands rising to a height of 11,000 feet in the Drakensberg Range, which forms the eastern boundary with Natal. The mountain ranges run from North to South and those in the central area, named the Maluti, are spurs of the main Drakensberg Range which they join in the North, forming a high plateau varying in height from 9,000 to 10,500 feet. It is this area, where two of the largest rivers of the Union, the Orange and the Tugela, and tributaries of the Caledon have their source, that has caused Basutoland to be called the "sponge" of South Africa.

The soils in the mountain area are of basaltic origin, and those in the lowlands are derived mainly from the underlying cave sandstone. In the lowlands the soil has been cropped continuously for upwards of 80 years. Due to the absence of fuel practically all of the cattle manure is burnt, so that little or no organic matter is returned to the land: thus with the increasing population, both human and livestock, excessive demands have been made on the soil which has lost its structure and has become subject to serious erosion. The soils in the mountains have been brought into cultivation comparatively recently and are rich, though shallow. Owing to former uncontrolled grazing the areas situated above the arable land in many places became denuded of the grass cover, and the rush of surface water from those denuded areas caused serious gully erosion on the arable land situated below. The measures which have been and are being taken to control erosion and to restore and preserve the grass cover are described earlier in this Report.

## CLIMATE AND RAINFALL

Rainfall is variable and averages approximately 28 inches a year over the greater part of the country. Most of it falls in the months from October to April, but there is normally no month which has less than half an inch. Serious droughts, like the one of 1948-1949 are rare and there are a large number of perennial streams, though not so many as existed some years ago. Unfortunately river discharge statistics show that most of this water is lost to Basutoland in the form of run-off. The deciding factors from an agricultural point of view are whether the rain comes at intervals suited to the growth of the staple crops and whether it comes in the form of short and heavy storms, running to waste and eroding the soil, or in steady, soaking showers. In the lowlands the temperatures vary from a maximum of 90 degrees or more in summer to a minimum that rarely drops below 20 degrees in winter : in the highlands the range is much wider and temperatures below zero are by no means unknown.

## CHAPTER II

## EARLY HISTORY

The Basuto as a nation did not come into prominence until 1818, when Moshesh, a minor chief of the Bakoena tribe in North Basutoland, gathered together the remnants of the various clans that had been scattered by the raids of the Zulu and Matabele.

The new nation went through many vicissitudes of fortune, first with the emigrant Boers of the Great Trek, and then with the British under General Cathcart in 1852. From 1856 until 1868 there was a series of wars with the Orange Free State burghers, and, being hard pressed and having lost a large portion of his country (now known as "the Conquered Territory"), Moshesh repeatedly sought the protection of the British Government.

His request was eventually granted, and the Basuto became British subjects in 1868. Part of the Proclamation issued by Sir Philip Wodehouse, the Governor of the Cape Colony, on 12th March, 1868, reads as follows :—

"Now, therefore, I do hereby proclaim and declare that from and after publication hereof, the said tribe of Basuto shall be, and shall be taken to be British subjects, and the territory of the said tribe shall be, and shall be taken to be British territory."

The country remained in a very unsettled condition until it was annexed to the Cape Colony by an Act of the Cape Legislature, No. 12 of 1871. The Act expressly declared that the territory was not to be

subject to the general laws of the Colony, and gave the Governor power to legislate for it by proclamation and to extend to it by proclamation any Cape Act not otherwise in force therein.

The people never took kindly to the Cape Colonial rule, and after various disturbances the Government of the Cape, in 1880, extended to Basutoland the provisions of the Cape Peace Preservation Act of 1878, which included a clause for the general disarmament of the Basuto. They refused to accept the terms and, after a war lasting nearly a year, an agreement was arrived at under which the Act was repealed and certain fines were paid by the Basuto.

Although outwardly peace was restored, there still remained several chiefs who would not submit, and it was eventually decided by the Government of Cape Colony to hand over the administration to the Imperial Government. This was effected by Order in Council of 2nd February, 1884, which was proclaimed and brought into force by Proclamation No. 75A of 18th March, 1884. This proclamation defined the boundaries of the Territory and restored it to the direct control of the Queen through Her Majesty's High Commissioner for South Africa.

## CHAPTER III

### ADMINISTRATION

#### CONSTITUTIONAL AND ADMINISTRATIVE

The Territory is governed by a Resident Commissioner under the direction of the High Commissioner for Basutoland, the Bechuanaland Protectorate and Swaziland, the latter possessing legislative authority, which is exercised by proclamation promulgated in the Official Gazette. Until 1931 the office of the High Commissioner was held by the Governor-General of the Union of South Africa, but with the close of the Earl of Athlone's period of office the two posts were separated.

The executive posts of the Government, other than those of the Resident Commissioner and Government Secretary, are held by Heads of Departments and District Officers who are responsible to the Resident Commissioner for the good order and administration of their respective spheres. For administrative purposes the country is divided into nine districts under District Commissioners, stationed at Butha-Butha, Leribe, Teyateyaneng, Maseru (the Capital), Mafeteng, Mophale's Hoek, Quthing, Qacha's Nek and the mountain station of Mokhotlong.

These districts are divided into wards and smaller areas presided over by principal chiefs, ward chiefs, chiefs, and headmen who are responsible to the Paramount Chief in all matters relating to law and custom. All chiefs are hereditary and are descended from the house of Moshesh or from allied families.

Heads of Departments are the Financial Secretary, Director of Medical Services, Director of Livestock and Agricultural Services, Director of Education, Government Engineer and the Commissioner of Police. In 1947 the Prisons Department was separated from the Police and is now under the control of a Superintendent of Prisons.

A Judicial Commissioner was appointed in 1943 to deal with civil and criminal appeals from the Paramount Chief's Court, and a Registrar and Master of the High Court was appointed in 1944. A second Judicial Commissioner was appointed in 1950 in terms of Proclamation No. 25 of 1950. Both Judicial Commissioners now have power to hold criminal cases, in addition to civil cases, in all districts of the Territory, the idea being to relieve District Commissioners of some of their judicial work and to enable them to devote more time to their administrative duties.

#### NATIVE ADMINISTRATION

Basutoland is an African territory without European settlers or land-owners and is governed under the system of "indirect rule." The Basuto owe allegiance to a single Paramount Chief under whom is a hierarchy of Chiefs and Headmen, a number of whom trace their descent to Moshesh (1785-1870), the founder of the Basuto nation, and are styled "The Sons of Moshesh." This feudal aristocracy claimed and exercised considerable powers and privileges.

An Advisory body known as the Basutoland Council, constituted by Proclamation in 1910 and consisting of the Resident Commissioner as President, the Paramount Chief and 99 Basuto members, 94 of whom are nominated by the Paramount Chief and five by the Resident Commissioner, meets once a year to discuss matters affecting the domestic affairs of the Nation and to express its opinion on any draft laws and Proclamations that may be laid before it by the President. Until such time as Basutoland has its own Legislative Council, it is the policy of the Government to consult the Paramount Chief and the Basutoland Council before Proclamations closely affecting the domestic affairs and the welfare of the Basuto people or the progress and development of the Basuto Native Administration are enacted.

In recent years developments of some political importance have taken place. In 1938 a Native Administration Proclamation and a Native Courts Proclamation were promulgated. The former recognised the Paramount Chief and his Subordinate Chiefs as an integral part of the Government of the Territory, defined their powers, and

vested them with legal authority, while the latter extended similar recognition to the Basuto Courts and defined and extended their jurisdiction. Further developments were delayed by the outbreak of war, until, in accordance with resolutions passed at the 1943 Session of the Basutoland Council, a District Council was established as an advisory and consultative body in each of the nine districts into which the country is divided for administrative purposes. These District Councils give the people a voice in the management of local and national affairs. The majority of the members are elected by popular vote at local pitso (assemblies) and two to five members of the Basutoland Council, resident in each District are nominated by the Paramount Chief to sit as District Councillors.

These District Councils meet once a year shortly before the Session of the Basutoland Council and elect members who are nominated by the Paramount Chief for appointment as members of the Basutoland Council. At first each District elected one member only, making a total of nine members for the whole Territory. In 1948 the number was increased to four members per district with a corresponding reduction in the number of members not so elected. Both in the Basutoland Council and District Councils provision was made for the election of members to represent important sectional bodies such as the Agricultural Association, the Progressive Association, the Teachers Association and the Basuto Traders. As a result of these changes 42 out of the 99 members of the Basutoland Council are now elected by popular vote and an important step has therefore been taken towards placing the Native Administration on to a more representative basis. Members of both the Basutoland Council and District Councils now hold office for three years. As a means whereby the Basutoland Council could be consulted when not in session, a Standing Committee, consisting of five of its own members elected by Council, was established and to this Committee, whose discussions are attended by the Resident Commissioner and Paramount Chief, all important questions are referred when Council is in recess. At the 44th Session of the Council it was recommended that three permanent advisers to the Paramount Chief should be elected by Council and effect has been given to this resolution, it being left to the Paramount Chief to choose the three advisers from a panel of eighteen elected by the Council.

A further necessary step in the development of the Native Administration, the establishment of a National Treasury, was taken in 1946. At the end of 1943 a Committee consisting mainly of Basuto was appointed to work out a scheme for the establishment of a National Treasury, and its proposals were published in a booklet which was widely distributed throughout the Territory. The proposals put forward were not confined to the establishment of a National Treasury, but included the reorganisation of the Basuto Courts, entailing a reduction in their number from over 1,300 to about 130. Recently this number has been further reduced to 107.

It was also recommended that the long established practice of chiefs and others being remunerated by "eating" the fines their court imposed, and by the proceeds of the sale of unclaimed stray stock, which had led to abuse, should be abolished. It was proposed that chiefs and others engaged in carrying out the administrative, judicial and fiscal duties which are now undertaken by the Native Administration should be paid fixed allowances or salaries by the National Treasury into which would be paid all court fines and fees and the proceeds of the sale of stray stock. These proposals were accepted by the Paramount Chief on the recommendation of the Basutoland Council in 1945.

The political and administrative reforms set out in the preceding paragraphs are regarded as essential preliminaries to undertaking any comprehensive scheme of development, if plans are to be carried out efficiently and economically with the good will and co-operation of the Native Authorities and the people, and if the social and economic advance made is to be of lasting value to the life of the community.

Nevertheless it was not to be expected that these major political changes, however necessary and beneficial in the main and in the long run, could be achieved without causing some dissatisfaction and disharmony amongst those most closely affected by them. In his Report to the Secretary of State on the recent outbreak of 'Diretlo' or Medicine Murders in Basutoland, Mr. G. I. Jones has analysed the historical influences and the effects of Government policy which have in some ways weakened the traditional system of rights and obligations which bound the chieftainship and the people together. It must, however, be recognised that such development is fraught with difficulties, as it must reconcile the need for increased participation and representation in the conduct of affairs with the oft-repeated pledge to support and make the best use of the chieftainship, in which the Basuto society and outlook remain deeply rooted.

## CHAPTER IV

### WEIGHTS AND MEASURES

**The** weights and measures in common use in the Territory are the **British Imperial.**

The Cape Act of 1858 which defines the standard of weights and measures according to the English Act of 1824 still applies in Basutoland in terms of Proclamation No. 4 of 1904.

## CHAPTER V

## NEWSPAPERS AND PERIODICALS

Three papers are published in the Territory in Sesuto. These are *Mochochonono*, *Moeletsi oa Basotho* and *Leselinyana*. The first is published by the Bantu Press Ltd. and the other two are Mission papers. They are weekly publications.

In addition to these there is the newspaper *Mphatlalatsane*, which is published by the Bantu Press in Johannesburg mainly for the interest of the Basuto Community living there. It is also distributed in Basutoland. A page of this paper is reserved by the Basutoland Administration and is used for the publication of items of special interest that have occurred in Basutoland and for propaganda work. Slip copies of special articles, particularly on Agricultural, Medical and Educational subjects, are obtained in bulk and distributed throughout the Territory in Sesuto.

The only English newspaper which is published locally is the *Basutoland News*, a weekly publication which deals mainly with the interests of the European Community.

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